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ABSTRACT

This report provides trustees, higher education administrators, and state policymakers in the Western states with data on the many factors affecting student costs, from the changing demographics of the region to trends in state appropriations and state funding for financial aid. It discusses how policies in the Western Interstate Commission for Higher Education (WICHE) states are shifting in response to the concerns raised by these trends. In the early 1990s state appropriations for education began to decline in real terms, lagging behind inflation and the proportion of federal support for financial aid was reduced from 81 percent to 75 percent between 1983 and 1993. As a result, the burden of paying for higher education is shifting back to students and their families during a period when tuition and fees are rising sharply and the number of students from disadvantaged homes is increasing. Leaders and policymakers in the western states are committed to examine choices more carefully and work for longterm solutions to the triple challenge facing higher education: ensuring a quality education in the face of reduced funding and increasing demand. Section 1 consists of tables of demographic data on high school graduates, student enrollment, and student migration; revenue sources; and financial aid. Section 2 contains information on state tuition policies, nonresident student policies, student fee policies; financial aid policies, and a list of state contacts. (JLS)

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Confronting the Tuition Spiral

A Sourcebook for Higher Education Policymakers in the West

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August 1995

WICHE

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Western Interstate Commission for Higher Education

The Western Interstate Commission for Higher Education (WICHE) is a public interstate agency established to promote and to facilitate resource sharing, collaboration, and cooperative planning among the western states and their colleges and universities. Member and affiliated states are:

Alaska	Idaho	Oregon
Arizona	Montana	South Dakota
California	Nevada	Utah
Colorado	New Mexico	Washington
Hawaii	North Dakota	Wyoming

WICHE's broad objectives are to:

- Strengthen educational opportunities for students through expanded access to programs,
- Assist policymakers in dealing with higher education and human resource issues through research and analysis,
- Foster cooperative planning, especially that which targets the sharing of resources.

This publication was prepared by the Office of Research and Policy Analysis which is involved in the research, analysis, and reporting of information on public policy issues of concern in the WICHE states.

Select tables from this report will be available on Internet by accessing the World Wide Web at http://www.wiche.edu after October 1, 1995. Additional Copies of this publication are available for $15.00 plus $4.00 postage and handling through the WICHE Publications Office, P.O. Drawer P, Boulder CO 80301-9752, Telephone (303) 541-0290, FAX (303) 541-0291. Comments regarding this report should be addressed to Robin Etter Zúñiga, Research Associate, Research and Policy Analysis, Telephone (303) 541-0223 or at zunigar@colorado.edu.

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Foreword

Each summer new tuition figures are released, followed by editorials and reports deploring the high cost of a college education. Meanwhile, the U.S. Congress is considering drastic reductions in federal student aid programs, and state appropriations to higher education are declining in relation to projections of increasing enrollments. Higher education administrators and policymakers are faced with a serious dilemma: how to provide a quality, affordable education to as broad a population as possible.

This report, *Confronting the Tuition Spiral: A Sourcebook for Higher Education Leaders*, provides trustees, higher education administrators, and state policymakers with data on the many factors affecting student costs—from the changing demographics of the region to trends in state appropriations and state funding for financial aid—and discusses how policies in the WICHE states are shifting in response to the concerns these trends engender.

Many individuals were involved in developing this report. Robin Etter Zúñiga, research associate, had primary responsibility for designing and editing the final report, and collecting, analyzing, and summarizing the data contained in Section 1 and authoring the introduction. Diana Vàri, research assistant, had primary responsibility for collecting, analyzing, and summarizing the policy information contained in Section 2. She also contributed to the introduction. Cherie Pedersen, administrative secretary, formatted charts and tables and prepared successive drafts of the report. Virginia Golder, research associate, had primary responsibility for collecting data and information and drafting the original sourcebook produced in 1993. This report draws heavily on her work. Judith I. Gill, former director of research and policy analysis, also contributed to this report.

This report grew out of a WICHE regional policy workshop, *Confronting the Tuition Spiral: From Policy Drift to Action*, held in September 1993. Special thanks go to the ARCO Foundation, AT&T Foundation, BankAmerica Foundation, and The College Board for the generous financial support of the 1993 workshop and this report; as well as to the original co-sponsors of the workshop, The College Board and the Western Legislative Conference. We also thank the state higher education agency staff who provided us with current data and policy information. This report would not have been possible without their help.

Richard W. Jonsen
Executive Director
Western Interstate Commission for Higher Education

Boulder, Colorado
August 1995

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Introduction and Overview

Most states in the western United States pride themselves on providing broad and open access to higher education. In fact, at least two western states (Arizona and Wyoming) specify in their state constitutions that postsecondary education be *as nearly free as possible* for their residents, and three states in the region (Arizona, California, and Idaho) do not allow institutions to charge residents "tuition," although they are allowed to charge a registration or matriculation fee. Nevertheless, as the cost of providing quality postsecondary education has increased and state and federal support for higher education has declined, states in the West have found it increasingly difficult to maintain the promise of providing low-cost access to higher education for their residents.

State support for higher education began to decline in the 1980s in response to two main factors: (1) federal aid to state and local governments was reduced and revenue sharing (discretionary funds to state and local governments) was eliminated; and (2) states were burdened with new federal mandates in areas such as Medicaid and corrections. As a consequence, higher education found itself in competition for state dollars with other state-funded services (e.g., elementary and secondary education, corrections, and health care). Between 1990 and 1994 the percentage of state general fund appropriations going to higher education declined in all but one WICHE state (Hawaii). On average, the percent of state funds for higher education in the region declined from nearly 15 percent in 1990 to less than 13 percent in 1994.[1]

Despite these problems, state appropriations to higher education in real terms continued to increase slightly above inflation during the 1980s. In the early 1990s, however, state appropriations to higher education began to decline in real terms. Fiscal year 1992 was the first year in which state appropriations to higher education declined nationally from the previous fiscal year. After declining again in real terms between fiscal years 1992 and 1993 (1 percent), state appropriations stabilized somewhat, increasing nearly 4 percent nationally between 1993 and 1994.[2] Nevertheless, between fiscal years 1993 and 1994 state higher education appropriations in the WICHE states per full-time equivalent student adjusted for inflation declined more than 7 percent (4 percent when California is excluded).[3]

At the same time, federal support for student financial aid programs has weakened. In 1993-94 nearly 75 percent of all financial aid awarded to college students came from federal programs. State grant programs supplied approximately 6 percent of total aid with the remaining 19 percent coming from institutional and private grant programs. This represents a significant decline in the federal contribution over the past decade. In 1983-84, nearly 81 percent of all student aid came from federal sources while only 13 percent came from institutional and other grant funds. While the total pool of aid awarded through federal programs has continued to increase (120 percent over the past 10 years), aid awarded per recipient declined

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1 Hines, Edward R. *State Higher Education Appropriations* (appropriate years). Denver, CO: State Higher Education Executive Officers (SHEEO), and Hutchinson, Perez, Snell, *State Budget Actions*. National Conference of State Legislatures, (appropriate years).

2 This loss improved to a .2 percent gain because of state supplemental appropriations. Hines, Edward R. *State Higher Education Appropriations* (appropriate years). Denver, CO: State Higher Education Executive Officers (SHEEO).

3 Research Associates of Washington. *State Profiles: Financing Public Higher Education 1978 to 1994*. 17th Edition. Washington, D.C.: Research Associates of Washington, October 1994.

for most federal programs between 1983-84 and 1993-94; and the composition of federal aid has changed dramatically. In the 1970s, federally subsidized student loans made up approximately 30 percent of all federal aid awarded, by 1993-94 they made up close to 72 percent.[4]

Moreover, recent budget proposals under consideration in the 104th Congress could result in drastic changes in federal support for student aid. Both the Senate and House proposals would eliminate interest subsidies on federally guaranteed student loans paid by the government while students are in school. In addition, the Senate plan would completely eliminate two of the largest need-based aid programs, the Supplemental Educational Opportunity Grant (SEOG) and Perkins Loan Program.

As a result, the burden of paying for higher education is shifting back to students and their families. In the 1930s, families paid roughly two-thirds of higher education costs, including living expenses.[5] During the 1950s, the total cost borne by families was at an all-time low of approximately 30 percent. During that decade the federal government sponsored the G.I. Bill for veterans, effectively opening access for an entire generation of students and committing large scale government resources to colleges and universities. Costs borne by students saw a small but steady decline between 1960 and 1980 as a result of the expanded federal role in student financial assistance programs and increased state and local government support. The trend of greater federal and state support for higher education reversed itself in the 1980s: the federal share of higher education costs declined from 16 to 9 percent while the state and local share declined from 33 to 31 percent. Consequently, families now pay about one-half of college costs including living expenses.[6]

Average annual resident undergraduate tuition and fees at public four-year institutions in the WICHE region has climbed steadily during the last decade from $1,004 to $2,274. Resident undergraduate tuition at public four-year institutions increased nearly 127 percent, 45 percent faster than inflation, and more rapidly than tuition in the U.S. as a whole (120 percent) between 1984-85 and 1994-95. California, once one of the lowest cost states for higher education in the nation, accounts for much of this increase. The University of California now charges among the highest average fees in the WICHE region ($4,111 per year).[7]

As the traditional college-age population increases over the next 14 years much larger increases in state appropriations and/or state and federal financial aid will be necessary to avoid *de facto* (such as rapid tuition increases) and/or actual limitations on access to higher education (such as enrollment caps). In the West, the number of high school graduates is expected to increase by more than 50 percent between 1995 and 2009, with from one-third to one-half of these students coming from historically underrepresented racial and ethnic populations.[8]

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[4] The College Board. *Trends in Student Aid: 1984 to 1994.* New York, NY: College Board Publications, September 1994; and The College Board. *Trends in Student Aid: 1983 to 1993.* New York, NY: College Board Publications, September 1993.

[5] McPherson, Michael S., and Mary S. Skinner. "Paying for College: Rethinking the Role of the States and the Federal Government." *The Brookings Review.* Summer 1991.

[6] Roose, David and Arthur Hauptman. "Changing Patterns in Responsibilities for Financing Postsecondary Education, 1950-1990." Washington, D.C.: National Commission on Responsibilities for Financing Postsecondary Education, June 1992.

[7] Western Interstate Commission for Higher Education (WICHE). *Tuition, Fees and Financial Aid in Public Higher Education in the West 1994-95: Detailed Tuition and Fee Tables.* Boulder, CO. WICHE, December 1994.

[8] Western Interstate Commission for Higher Education. *High School Graduates: Projections by State, 1992 to 2009.* Boulder, CO. WICHE, September 1993; and Western Interstate Commission for Higher Education. *The Road to College: Educational Progress by Race and Ethnicity.* Boulder, CO. WICHE, July 1991.

There is some indication that recent high school graduates are not attending college at the same rate as past generations. Despite increases in the number of recent high school graduates between 1992 and 1994 in 11 of the WICHE states, enrollments in higher education declined during this period from 3.8 million in 1992 to 3.5 million in 1994. Much of this decline can be accounted for by enrollment declines in California. The number of high school graduates in California increased 3 percent between 1992 and 1994. At the same time, resident undergraduate tuition experienced double digit increases at public four-year institutions and two-year institutions, and higher education enrollments in the state declined 7 percent (approximately 158,000 students) overall.

State Policy Challenges and Directions in the 1990s.

The challenge for state policymakers and higher education leaders in the 1990s is to find ways of controlling rising student costs while maintaining adequate funding for and broad access to a quality higher education. Sizable appropriation cuts by state legislatures, continued inflation in operating costs, and in some states property tax shrinkage often resulting from citizen property tax limitation measures have weakened the ability of many state systems of higher education to control tuition. The most dramatic and well-know examples of this are in California, Colorado, Oregon, and Washington where statutes or citizens initiatives placed restrictions on taxing and funding. In these states, the actual tuition-setting power of the higher education governing or coordinating boards has become virtually nonexistent. Instead the governor, joint budget committee, or legislature in these states has been given *de facto* control over tuition setting.

Controlling student costs. Concerns about access and controlling tuition levels have led a number of states to establish limits on tuition increases. Tuition increase caps per annum, sometimes linked to inflation measures such as the Consumer Price Index (CPI) or the Higher Education Price Index (HEPI), are being used in at least five states (California, Colorado, Idaho, New Mexico, and South Dakota). These policies are applied in diverse ways. South Dakota's policy limits annual increases to the prior year's HEPI, and Colorado's policy states that the maximum increase shall not exceed the increase rate of the Boulder-Denver CPI. Idaho limits tuition increases to no more than the national CPI plus 2 percent of the current year's fees, while New Mexico's written institutionally based policies limit tuition increases to 10 percent per annum and 50 percent over five years.

Moreover, five WICHE states (Arizona, California, Colorado, Montana, and South Dakota) set required student tuition and fees as a percentage of the cost of instruction (COI). The percentage to be charged at four-year institutions ranges from a low of 25 percent in Arizona and Colorado to a high of 33 percent in South Dakota. The percentage often varies among a state's four-year institutions, depending on system affiliation, institutional mission, and programs. In California, for example, different goals have been set for each of the two four-year systems: the University of California system's goal is covering 40 percent of the COI, whereas the California State University system's goal is 30 percent. However, due to general funding cuts, for several years California fee increases have exceeded these goals. Colorado's policy also gives the state's four-year systems flexibility to vary rates across programs and institutions within the system by requiring that average tuition rates for full-time resident undergraduates within a system shall be at least 25 percent but not more than 30 percent of the COI.

Raising Revenues. Generating new revenues for higher education is a concern in many states, but one which is sometimes in conflict with the goal of controlling student costs. A number of states and institutions have closed loopholes by charging straight per credit hour tuition with no maximum, or charging 100 percent of the COI above the minimum number of hours required for a degree. For example, in 1995 the Alaska Board of Regents eliminated their consolidated per credit hour cap on tuition. Arizona is

considering charging nonresident tuition rates to residents once they have accumulated more than 160 hours prior to graduation. Both of these options have received mixed reviews, especially where they conflict with: (1) attempts to shorten years to a degree; (2) higher credit hour requirements for some fields and/or the pursuit of double majors; and (3) a commitment to provide residents with relatively open access to education.

Another method adopted for increasing tuition revenue has been to expand differential tuition based on the program (sometimes called program fees). Law and medicine typically have commanded a differential tuition. Within the last decade, however, programs such as business management, dentistry, engineering, pharmacology, physical therapy, veterinary medicine, and others have been added to this roster. The initial purpose of expanding tuition differentials was to meet a higher percentage of the real costs of more expensive programs. Recently, the desire to remove the funding burden from the state has led some to advocate the complete privatization of high cost programs; however, this has received little support in the region.

Nonresident Students. Nonresident students often take the brunt of the need to increase revenues. Many WICHE states have raised nonresident tuition as a way to cushion general appropriations cutbacks, as well as to control nonresident enrollment and support resident access. In the late 1980s, nonresident undergraduate tuition in the West increased slightly faster than resident undergraduate tuition. Resident tuition is now increasing faster overall than nonresident tuition. Nevertheless, nonresident undergraduate tuition in the region remains consistently at a level that is two to three times that of resident undergraduate tuition: an average of $7,571 for nonresidents versus $2,274 for residents in 1994-95.

Of the 15 WICHE states, six index or formally tie nonresident tuition to the COI or cost of attendance (Arizona, California, Montana, Oregon, South Dakota, and Washington). Officially, nonresident tuition is set at 100 percent of the COI in all but Washington, where it is set at 123 percent. In practice, however, nonresident tuition may actually be greater than or less than the targeted 100 percent in individual states or systems. Oregon, for example, acknowledges that their nonresident tuition approximates 137 percent of the COI. Another method used by five states (Alaska, Hawaii, Nevada, North Dakota, and Utah) is charging nonresidents a multiple of resident undergraduate rates. They range from 1.5 times resident rates in Nevada to 3.5 times in Utah. New Mexico and Wyoming do not have a uniform policy regarding nonresident tuition rates. In practice, however, New Mexico's nonresident tuition increases tend to be two to three times greater than those for residents.

In the 1980s and early 1990s, some states tightened their residency policies in order to retain more nonresident tuition income. In contrast, some states and/or institutions today actively recruit nonresidents as a way of increasing revenues. Other states, such as Nevada and North Dakota, have experienced a wave of nonresident student immigration triggered by higher tuition in neighboring states.

Generating revenue by encouraging nonresident enrollment, however, is not without consequences. Many states or campuses are on the verge of facilities' saturation. Others are projecting significant enrollment increases resulting in facilities' saturation in the near future. In some states, the state legislature or governing/coordinating board has imposed nonresident enrollment caps in response to concerns that nonresident enrollments are limiting access for residents. These nonresident enrollment caps may be set by the system, institution, or mission. In recent years, four states in the region (Arizona, Colorado, Hawaii, and Washington) have limited nonresident enrollments to specific percentages of total enrollment. In a few states there is a wait-and-see attitude. Some higher education institutions continue to aggressively recruit nonresident students, hoping that opposition or repercussions won't develop.

Mandatory and Designated Student Fees[9]. Two types of fees are charged by higher education institutions: mandatory fees and designated fees. Mandatory fees are those that a majority of students are required to pay in addition to tuition, such as registration fees. Designated fees are defined as fees that are charged to students enrolled in specific courses, certain categories of students such as graduating seniors and entering students, or user fees for specific services. There is a significant difference in fee-setting authority for each of these types of fees, and thus vast differences in the accountability issues surrounding them.

Mandatory fee-setting oversight is centralized in a statewide governing board in nine WICHE states (Alaska, Arizona, Hawaii, Montana, Nevada, North Dakota, Oregon, South Dakota, and Utah), whereas only four states (California, Colorado, New Mexico, and Wyoming) leave oversight to system or institutional boards, and one state (Washington) leaves oversight to the discretion of individual campuses. Therefore, while increases in mandatory fees are sometimes controversial, they tend to be subject to regular review and oversight.

In contrast, designated or discretionary fee oversight is centralized in only five states (Arizona, Montana, Nevada, Oregon and South Dakota); three states (Colorado, New Mexico, and Wyoming) leave this to system or individual boards; two states (Alaska and Hawaii) permit approval by university presidents; and four states (Idaho, North Dakota, Utah, and Washington) leave review of designated fees to the discretion of individual campuses. California's approval of designated fees differs by institutional system: the California State University Board of Trustees approves all designated fees, but in the University of California system the approval process differs depending on the type of designated fee.

A variety of designated fees are assessed: from library fines to computer course charges, copying charges, and graduation fees. Several states report that there are as many as 200 to more than 900 separate fees charged by institutions in their state. The proliferation of designated fees, particularly fees paid by only some students for specific classes or materials, has meant that students, parents, legislators, and even system-wide financial officers, have limited knowledge of average total fee costs per student, making it almost impossible to ascertain the total amount an average student pays for higher education.

It should not be surprising that student groups have become more vocal in questioning fees. Suspicions linger even in states where fee studies have shown a steady, rather than erratic, growth and a close tie-in with costs. Consequently, some states in the WICHE region are now reviewing designated fees and considering implementing new accountability measures. Wyoming, for example, recently completed a two-year review of their fees. As a result, most designated course fees have been eliminated, and a new "universal college fee" (representing the average of all previous designated fees) was incorporated into the basic tuition charge in 1994-95.

Community Colleges. The community college mission is to serve the community and provide broad and open access to postsecondary education. Many community colleges have a mandate to provide free and/or low cost education, and to admit all students who meet minimum academic qualifications (e.g., often defined as completion of high school or a GED). Unfortunately, as state and local revenues have been cut and enrollment demand increased, community colleges have shouldered a disproportionate share of the

[9] The equivocal use of terms in describing fees and their purposes compounds any attempt to clarify the overall picture. States where the term "fee" is essentially used instead of "tuition," and mandatory per credit hour "fees" are in the thousands of dollars, provide the most dramatic examples. Again, as differential program charges have increased, terminology has become confused. For some states, these are termed "discretionary" fees, others consider them "mandatory," through the logical premise that any fee required to participate in a program is mandatory. However, other states label these "differential tuition."

burden. First, a majority of students enrolled in higher education in the West now attend a two-year institution (56.7 percent in 1994). Second, resident tuition at two-year institutions in the region has not increased as rapidly over the past 10 years as resident undergraduate tuition at four-year institutions, 7.4 percent and 8.5 percent, respectively.

Consequently, many two-year colleges are finding it difficult to increase revenues while maintaining access. Alaska, for example, recently eliminated its tuition cap for full-time students; as of 1995-96 tuition will be charged on a straight per credit hour basis. It is not clear yet how this will affect access. California has pursued a somewhat more aggressive revenue generating strategy. In the 1980s, a request by the community colleges for more funds from the state to deal with increased enrollment demand was denied. Instead, in 1984-85 a resident per credit hour fee was instituted. Since 1989-90 fees at public two-year institutions in California have increased 290 percent. Furthermore, in 1993 a differential per credit hour fee was instituted at California's community colleges for students who already had earned a bachelor's degree. The legislature believed that those with bachelor's degrees should be a lower priority for state subsidies. As a result of these actions, enrollment declined approximately 9 percent in the California community colleges between 1992 and 1993.

Financial Aid. Overall, as access concerns mount, state-supported financial aid has tilted more to need-based aid. Only one WICHE state does not support any need-based grant programs (Alaska).[10] These programs vary in size and scope from state matching funds for the federal State Student Incentive Grant (SSIG) program (Montana and South Dakota) to state education trust funds providing scholarships to all qualified students (New Mexico). Moreover, nine states (Arizona, California, Colorado, Idaho, New Mexico, Oregon, Utah, Washington, and Wyoming) provide loan forgiveness programs for selected categories of students, such as doctors who practice in-state, or teachers in rural or economically disadvantaged areas. Interestingly, only nine states (California, Colorado, Idaho, Montana, Nevada, New Mexico, Utah, Washington and Wyoming) provide state-funded work-study programs. In the other states, work-study is a system or even campus responsibility.

However, merit-based aid has also been targeted by states in order to stop brain drain and retain gifted students. Nine states in the region (Colorado, Hawaii, Idaho, Nevada, New Mexico, North Dakota, South Dakota, Washington, and Wyoming) support at least one merit-based scholarship.

A few states report that they provide limited direct financial aid and rely almost exclusively on tuition waivers. Others, such as Arizona, report that waivers supply only 8 percent of their total financial aid (including state and federal funding). Waivers serve mixed purposes. During better economic times, waiver mandates by state legislatures were used as cost-free good will gestures. Most states offer waivers of this type in a wide variety of categories, such as for dependents of deceased police officers or firefighters, active members of the armed forces, and dependents of civil servants. Other waivers have indirect economic trade-offs. Waivers for graduate assistants, for example, reduce the actual cost of instruction in lower level courses; free more faculty time for research; and increase access for graduate students. Similarly waivers for faculty, staff, and their dependents are an employment benefit that may encourage someone to accept employment in the education sector, where wages are typically lower than in other sectors.

The commitment to maintain access by providing state-funded financial aid takes various forms. Among the WICHE states, six states and/or systems (Arizona, California, Colorado, Nevada, New Mexico, and Washington) mandate that either a percentage of tuition revenue be devoted to financial aid (i.e., a

[10] However, all Alaska residents receive an annual payment from the state which they may use in any way they choose.

set-aside), or that financial aid increases be linked to tuition increases. However, this goal–even when mandated by statute–was abrogated in several states when general fund moneys were cut.

New Mexico has introduced a unique means for guaranteeing access. In 1995, the New Mexico legislature approved a state lottery from which 100 percent of the net proceeds will be committed to an educational trust fund. Sixty percent of the lottery funds will go to K-12 capital outlay, and 40 percent will be used to provide tuition at public institutions for all graduates of New Mexico high schools.

Seven WICHE states (Alaska, Arizona, Colorado, Nevada, New Mexico, Oregon, Washington) have recently studied their state's financial aid policies and/or criteria for determining student financial need. Motives vary from simply getting a better overall view of practices, to centralizing or decentralizing state financial aid, to creating inter-institutional standards, assuring access, and supporting budget requests. Oregon's preliminary data, for example, indicates that 83 percent of resident students attending public higher education institutions meet federal guidelines for financial aid, although only 53 percent receive aid. Oregon, like a number of other states, is concerned that high student loan balances pose an undue burden that may dissuade students from attending college.

Summary and Conclusion

Fifteen years of meteoric increases in student costs, combined with reductions in state appropriations, and well-publicized adversarial relations within higher education and among higher education leaders and state policymakers have resulted in a fragmented–if not embattled–image of higher education. Nevertheless, in most of the WICHE states higher education leaders and state policymakers have recently reconfirmed their commitment to higher education access for their populations. Experience has led them, after a number of hasty policy changes, to examine choices more closely and to work for long-term solutions to the triple challenge facing higher education: ensuring a quality education in the face of reduced funding and increasing demand.

Confronting the Tuition Spiral: A Sourcebook for Higher Education Leaders provides trustees, higher education administrators, and state policymakers with data on the many factors affecting student costs, from the changing demographics of the region to trends in state appropriations and state funding for financial aid, as well as a discussion of how policies in the WICHE states are shifting in response to the concerns these trends engender. It is divided into two major sections. Section 1 provides current and historical data on student demographics, tuition and fees, and financial aid in the WICHE states, with national comparisons. Section 2 is divided into topical areas combining narrative descriptions with visual charts. These highlight each WICHE state's current policies in tuition-setting, tuition-budgeting, fee-setting, nonresident policy, and financial aid. Policy trend narratives for each topic review each state's past policy, recent changes, current issues, and changes under discussion. These narratives illuminate common problems, solutions chosen or rejected, their results, and newly proposed policy options. The many individuals in the state higher education agencies who provided us with information on their state's policies and practices are listed in the final section.

Section 1

TRENDS

Who Goes? Demographics of Higher Education

Highlights

- The number of high school graduates in the WICHE region is expected to increase rapidly over the next 14 years. By 2009, 50 percent more students are expected to graduate from high school in the region than graduated in 1995. This compares to a 26 percent increase in graduates nationally during this period (Display 1.1.2).

- Thirty-seven percent of high school graduates in the WICHE states were minority (non-White or Latino) in 1994-95, compared with only 28 percent in the nation (Display 1.1.3). Between 1989-90 and 1994-95 the number of non-White and Latino graduates in the region is expected to increase more than 27 percent (Display 1.1.4).

- Total higher education enrollment in the WICHE region decreased approximately 5 percent between 1992-93 and 1994-95 (Display 1.1.5). Enrollments in eight of the 15 WICHE states declined in the one-year period. Enrollments in Montana declined more than any other state in the region (2.2 percent), followed closely by North Dakota (1.7 percent) and Alaska (1.4 percent) (Display 1.1.6).

- More than one-fourth (27.3 percent) of undergraduates enrolled at public four-year institutions in the WICHE states were minorities (non-White or Latino) in 1992-93, compared with approximately 22 percent of undergraduates nationwide (Display 1.1.7). Over one-third (33.6 percent) of undergraduates at public two-year institutions in the WICHE region were minorities (non-White or Latino) in 1992-93 (Display 1.1.8).

- Nationally, the percent of high school graduates who enroll in college has increased from 45 percent in 1960 to nearly 63 percent in 1993. Moreover, while women were less likely to attend college than men in 1960, by 1980 their college participation rates exceeded those of men and continued to widen into the 1990s (Display 1.1.9). Comparable state-by-state data on college participation rates are not available.

- The net migration of first-time, first-year students among states within the WICHE region has shifted over the past 14 years. California sent 3,741 more students to other states in the WICHE region in 1992 than they did in 1978, while Nevada now receives approximately 800 more students from other states than it did in 1978. Colorado which was a net sending state in 1978 and 1988, was a net receiving state in 1992 (Display 1.1.11).

- On average, approximately 90 percent of first-time, first-year students enrolled in postsecondary institutions in the WICHE states are residents of the state in which they are enrolled. This has remained relatively consistent over time. However, the percent of first-time, first-year students who attend a postsecondary institution in a WICHE state other than their own has declined from a regional average of 14 percent in 1978 to 11 percent in 1992. Thirty percent of Alaska residents attended a postsecondary institution in another WICHE state in 1992, compared with 5 percent or fewer students from five WICHE states (Arizona, California, North Dakota, Utah, and Washington) (Display 1.1.12).

Display 1.1.1

High School Graduates, WICHE States,

Projections by State, Percent Change 1995 to 2009

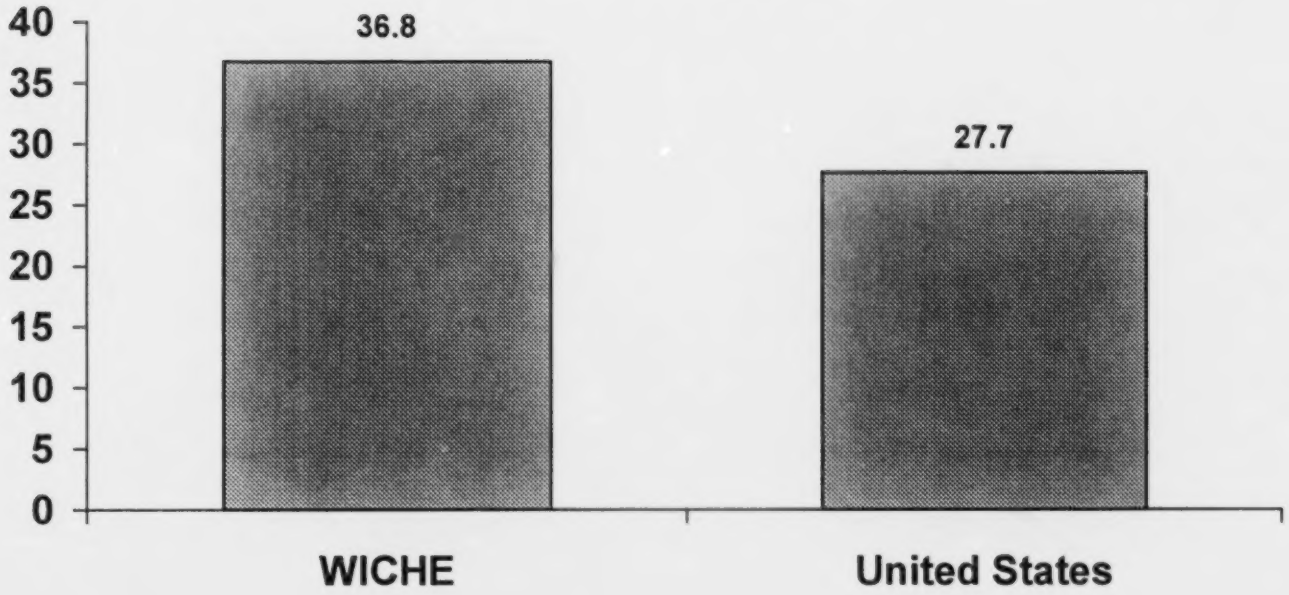
Source: Western Interstate for Higher Education, 1992.

Display 1.1.2
High School Graduates: Projections by State, WICHE States, 1995, 2004, and 2009

				Percent Change	
	1995	2004	2009	1995 to 2004	1995 to 2009
Alaska	6,090	8,197	7,275	34.6%	19.5%
Arizona	37,506	52,580	58,537	40.2%	56.1%
California	282,778	376,688	485,151	33.2%	71.6%
Colorado	35,024	47,831	43,957	36.6%	25.5%
Hawaii	11,712	13,383	14,634	14.3%	24.9%
Idaho	15,291	17,527	15,902	14.6%	4.0%
Montana	10,796	13,383	11,829	24.0%	9.6%
Nevada	11,520	19,421	27,184	68.6%	136.0%
New Mexico	16,819	20,247	20,773	20.4%	23.5%
North Dakota	8,562	8,054	6,614	-5.9%	-22.8%
Oregon	30,078	36,275	39,317	20.6%	30.7%
South Dakota	9,210	10,268	9,432	11.5%	2.4%
Utah	30,553	30,734	28,790	0.6%	-5.8%
Washington	53,172	70,929	75,348	33.4%	41.7%
Wyoming	6,212	6,036	4,648	-2.8%	-25.2%
WICHE	565,323	731,553	849,391	29.4%	50.2%
United States	2,582,043	2,976,826	3,264,572	15.3%	26.4%

Source: Western Interstate Commission for Higher Education, 1992.

Display 1.1.3
WICHE and United States,
Percent of Minority High School Graduates, 1994-95



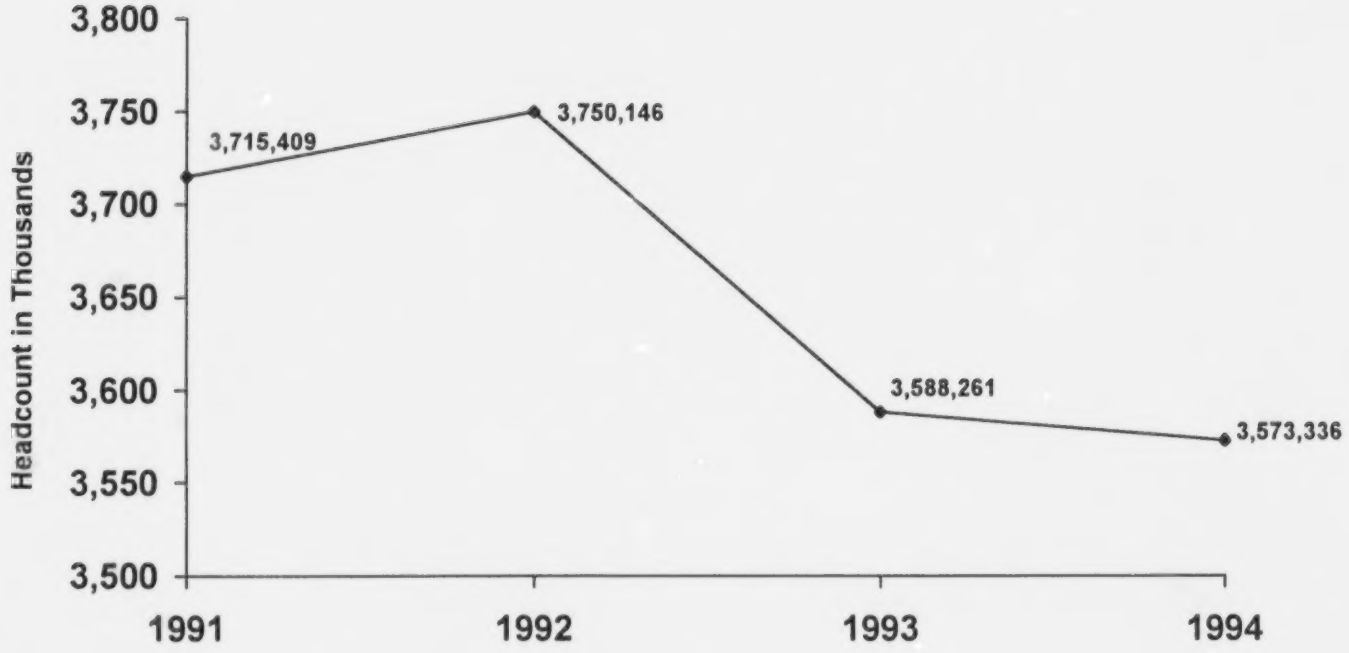
Source: Western Interstate Commission for Higher Education, 1991.

Display 1.1.4
High School Graduates: Projections by State and Race/Ethnicity, WICHE States, 1994-95 and Percent Change 1989-90 to 1994-95

	African-American	American Indian/ Alaskan Native	Asian/ Pacific Islander	Latino	White Non-Latino	TOTAL	Minority Total	Minority Percent	Minority Graduates Percent Change 1989-90 to 1994-95
Alaska	287	1,017	261	121	4,214	5,900	1,686	28.6%	18.0%
Arizona	1,372	2,416	702	7,640	22,463	34,593	12,130	35.1%	25.1%
California	17,801	2,105	39,696	77,027	125,507	262,136	136,629	52.1%	32.3%
Colorado	1,484	244	836	4,151	24,915	31,630	6,715	21.2%	3.7%
Hawaii	218	35	8,069	218	2,170	10,710	8,540	79.7%	10.2%
Idaho	25	119	144	448	12,535	13,271	736	5.5%	9.4%
Montana	31	296	66	59	9,062	9,514	452	4.8%	0.4%
Nevada	852	161	438	636	8,852	10,939	2,087	19.1%	20.4%
New Mexico	346	1,423	266	6,435	7,645	16,115	8,470	52.6%	10.9%
North Dakota	26	342	43	79	7,213	7,703	490	6.4%	0.0%
Oregon	547	438	888	1,112	24,356	27,341	2,985	10.9%	16.4%
South Dakota	14	321	26	28	7,782	8,171	389	4.8%	4.0%
Utah	131	346	724	807	26,395	28,403	2,008	7.1%	40.2%
Washington	1,585	909	3,307	2,410	40,800	49,011	8,211	16.8%	25.8%
Wyoming	34	62	23	288	5,181	5,588	407	7.3%	-2.9%
WICHE	24,753	10,234	55,489	101,459	329,090	521,025	191,935	36.8%	27.2%
United States	308,120	18,660	98,090	213,290	1,669,380	2,307,540	638,160	27.7%	10.8%

Source: Western Interstate Commission for Higher Education, 1991.

Display 1.1.5
Total Higher Education Enrollments,
WICHE States, 1991-92 to 1994-95



Source: Western Interstate Commission for Higher Education, 1995.

Display 1.1.6
Percentage Change in Total Higher Education Enrollment
WICHE States
1993-94 to 1994-95

State	Total Enrollment			Public Institutions			Independent Institutions+			Two-Year Institutions			Four-Year Institutions		
	1993	1994	Percent Change	1993	1994	Percent Change	1993	1994	Percent Change	1993	1994	Percent Change	1993	1994	Percent Change
Alaska	34,301	33,866	-1.27	33,087	32,850	-0.72	1,214	1,016	-16.31	1,420	1,556	9.58	32,881	32,310	-1.74
Arizona*	258,607	260,605	0.77	254,175	256,101	0.76	4,432	4,504	1.62	154,334	154,683	0.23	104,273	105,922	1.58
California	2,047,675	2,018,704	-1.41	1,865,306	1,838,965	-1.41	182,369	179,739	-1.44	1,377,744	1,358,396	-1.40	669,931	660,308	-1.44
Colorado	240,809	240,739	-0.03	209,937	209,300	-0.30	30,872	31,439	1.84	77,824	76,976	-1.09	156,412	157,884	0.94
Hawaii	62,019	63,815	2.90	50,229	51,380	2.29	11,790	12,435	5.47	26,563	27,783	4.59	35,456	36,032	1.62
Idaho	59,112	60,437	2.24	48,322	49,459	2.35	10,790	10,978	1.74	15,693	15,414	-1.78	43,419	45,023	3.69
Montana	42,987	42,050	-2.18	39,399	38,279	-2.84	3,588	3,771	5.10	8,325	8,417	1.11	33,979	34,506	1.55
New Mexico**	101,679	101,778	0.10	99,173	99,410	0.24	2,506	2,368	-5.51	48,247	50,151	3.95	53,432	51,627	-3.38
Nevada	64,375	64,428	0.08	63,229	63,271	0.07	1,146	1,157	0.96	33,133	32,324	-2.44	31,242	32,104	2.76
North Dakota	38,412	37,768	-1.68	35,453	34,948	-1.42	2,959	2,820	-4.70	6,509	6,636	1.95	31,903	31,162	-2.32
Oregon	166,628	165,512	-0.67	143,385	141,140	-1.57	23,243	24,372	4.86	80,245	78,464	-2.22	86,383	87,022	0.74
South Dakota***	34,244	35,287	3.05	26,463	26,671	0.79	7,781	8,616	10.73	495	378	-23.64	33,749	34,909	3.44
Utah	136,751	143,857	5.20	101,101	108,601	7.42	35,650	35,256	-1.11	38,592	43,798	13.49	98,159	100,059	1.94
Washington	269,899	273,778	1.44	236,250	239,496	1.37	33,649	34,282	1.88	151,537	153,973	1.61	118,362	119,805	1.22
Wyoming****	30,763	30,712	-0.17	30,002	30,013	0.04	761	699	-8.15	18,751	18,692	-0.31	12,012	12,020	0.07
TOTAL w/ CA	3,588,261	3,573,336	-0.42	3,235,511	3,219,884	-0.48	352,750	353,452	0.20	2,039,412	2,027,641	-0.58	1,529,581	1,528,673	-0.06
TOTAL w/out CA	1,540,586	1,554,632	0.91	1,370,205	1,380,919	0.78	170,381	173,713	1.96	661,668	669,245	1.15	1,425,308	1,422,751	-0.18

*Arizona has only one independent two-year institution, Arizona Institution of Business and Technology. They have a continuous enrollment and could not provide fall data.
**New Mexico has no two-year independent institutions.
***South Dakota has no public two-year institutions, and one independent two-year institution.
****Wyoming has only one independent institution.

+Independent data for some states include only select two- and/or four-year institutions and do not, therefore, include all enrollments in independent institutions in the region. Every effort has been made to ensure comparability across years.

Source: Western Interstate Commission for Higher Education, 1995.

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Display 1.1.7
Undergraduate Enrollment by State and Race/Ethnicity for Public Four-Year Institutions, WICHE States, 1992-93

	International	African-American	American Indian/ Alaskan Native	Asian/ Pacific Islander	Latino	White Non-Latino	Total	Minority Total	Minority Percent
Alaska	478	1,017	2,599	725	661	21,665	27,145	5,002	18.4%
Arizona	1,958	1,607	1,864	2,444	6,948	57,480	72,301	12,863	17.8%
California	10,381	23,716	4,312	87,645	59,719	217,243	403,016	175,392	43.5%
Colorado	1,433	2,896	1,206	3,703	8,171	89,386	106,795	15,976	15.0%
Hawaii	1,039	128	49	11,556	178	3,525	16,475	11,911	72.3%
Idaho	620	252	454	538	845	30,162	32,871	2,089	6.4%
Montana	617	101	900	145	281	24,285	26,329	1,427	5.4%
Nevada	858	1,093	206	1,342	1,232	19,492	24,223	3,873	16.0%
New Mexico	555	932	1,375	558	12,196	23,366	38,982	15,061	38.6%
North Dakota	1,104	178	470	198	149	23,560	25,659	995	3.9%
Oregon	1,999	847	747	3,461	1,365	41,552	49,971	6,420	12.8%
South Dakota	201	164	1,191	160	106	23,889	25,711	1,621	6.3%
Utah	1,602	422	447	1,186	1,176	49,915	54,748	3,231	5.9%
Washington	1,872	1,637	1,006	6,643	1,926	55,565	68,649	11,212	16.3%
Wyoming	185	98	116	66	350	8,472	9,287	630	6.8%
WICHE	24,902	35,088	16,942	120,370	95,303	689,557	982,162	267,703	27.3%
United States	93,500	470,061	37,061	238,596	298,299	3,646,311	4,783,828	1,044,017	21.8%

Source: National Center for Education Statistics, 1994

Display 1.1.8
Undergraduate Enrollment by State and Race/Ethnicity for Public Two-Year Institutions, WICHE States, 1992-93

State	International	African-American	American Indian/ Alaskan Native	Asian/ Pacific Islander	Latino	White Non-Latino	Total	Minority Total	Minority Percent
Alaska	4	5	42	13	9	513	586	69	11.8%
Arizona	1,615	555	6,661	3,248	24,577	119,449	156,105	35,041	22.4%
California	50,746	98,969	15,340	159,692	225,222	686,010	1,235,979	499,223	40.4%
Colorado	994	4,433	1,149	1,926	10,780	67,257	86,539	18,288	21.1%
Hawaii	412	282	75	18,625	494	6,436	26,324	19,476	74.0%
Idaho	441	28	92	42	166	6,431	7,200	328	4.6%
Montana	25	6	1,162	51	63	5,281	6,588	1,282	19.5%
Nevada	187	1,941	753	1,680	2,660	25,383	32,604	7,034	21.6%
New Mexico	427	1,589	4,495	618	14,923	23,637	45,689	21,625	47.3%
North Dakota	113	92	1,175	31	24	6,677	8,112	1,322	16.3%
Oregon	1,017	1,345	1,150	3,192	2,004	71,340	80,048	7,691	9.6%
South Dakota	1	8	424	11	5	2,948	3,397	448	13.2%
Utah	846	200	602	713	1,132	31,419	34,912	2,647	7.6%
Washington	568	6,725	2,959	9,801	4,497	138,444	162,994	23,982	14.7%
Wyoming	102	126	317	167	689	17,379	18,780	1,299	6.9%
WICHE	57,498	116,304	36,396	199,810	287,245	1,208,604	1,905,857	639,755	33.6%
United States	87,817	587,315	63,827	292,274	543,530	4,075,072	7,555,692	1,486,946	19.7%

Source: National Center for Education Statistics, 1994

Display 1.1.9
College Enrollment Rates of High School Graduates in the United States by Sex, 1960, 1970, 1980, 1990, and 1993

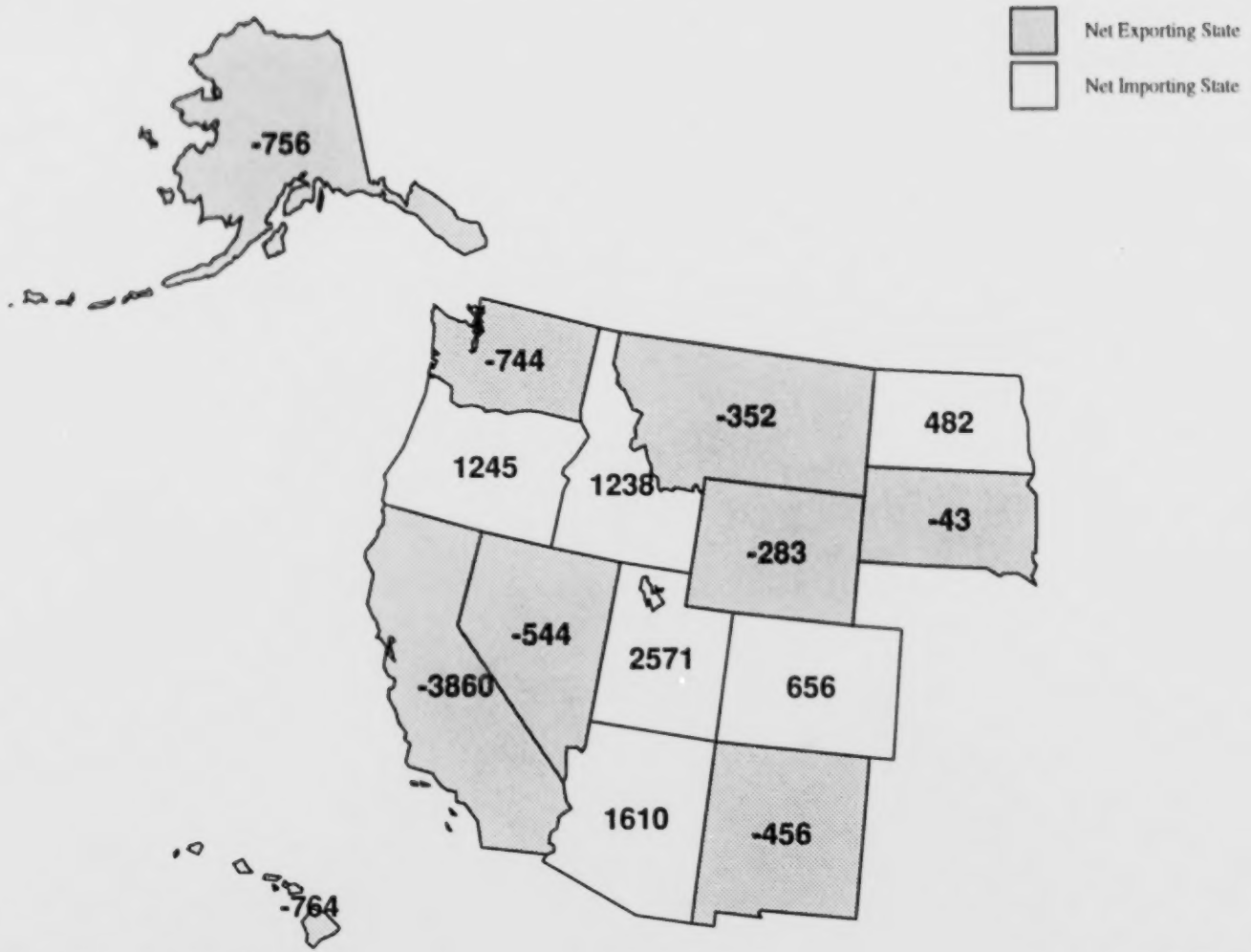
	Percent		
	All Students	Male	Female
1960	45.1	54.0	37.9
1970	51.8	55.2	48.5
1980	49.3	46.7	51.8
1990	59.9	57.8	62.0
1993	62.6	59.7	65.4

Source: *Digest of Education Statistics, 1994*
National Center for Education Statistics

Display 1.1.10

Net Migration of First-Time, First-Year College Students,

WICHE States, 1992



Source: National Center for Education Statistics, 1992.

35

Display 1.1.11
Net Migration of First-Time, First-Year College Students, WICHE States, 1979, 1988, and 1992

	Net-Migration of First-Time Freshmen Within the WICHE Region*				
				Net Change	
	1979	1988	1992	1979 to 1992	1988 to 1992
Alaska	(1,056)	(1,203)	(756)	300	447
Arizona	868	3,237	1,610	742	(1,627)
California	(119)	(1,149)	(3,860)	(3,741)	(2,711)
Colorado	(122)	(857)	656	778	1,513
Hawaii	(1,286)	(1,009)	(764)	522	245
Idaho	1,138	1,216	1,238	100	22
Montana	(603)	(878)	(352)	251	526
Nevada	(1,368)	(341)	(544)	824	(203)
New Mexico	(945)	(305)	(456)	489	(151)
North Dakota	460	466	482	22	16
Oregon	1,204	2,804	1,245	41	(1,559)
South Dakota	134	(242)	(43)	(177)	199
Utah	2,755	(188)	2,571	(184)	2,759
Washington	427	(1,483)	(744)	(1,171)	739
Wyoming	(360)	(68)	(283)	77	(215)

Source: National Center for Education Statistics (appropriate years) and Western Interstate Commission for Higher Education, 1995.

*Includes U.S. Service Schools.

Display 1.1.12
Interstate Migration of First-Time Freshmen, WICHE States, 1979, 1988, and 1992

	Percent of All First-Time Freshmen Enrolled in the State Who are Residents			Percent of Residents Who are Enrolled as First-time Freshmen in Another WICHE State		
	1979	1988	1992	1979	1988	1992
Alaska	96	97	94	29	50	30
Arizona	94	93	90	4	2	5
California	98	98	99	2	2	3
Colorado	93	93	91	8	10	6
Hawaii	96	94	95	17	17	13
Idaho	73	70	73	18	18	17
Montana	91	92	84	17	22	21
Nevada	92	92	86	33	11	23
New Mexico	95	94	94	15	9	10
North Dakota	83	91	89	13	3	4
Oregon	92	87	84	6	6	11
South Dakota	87	95	92	11	10	9
Utah	80	93	83	6	8	5
Washington	88	96	96	11	6	5
Wyoming	92	88	86	16	14	20
WICHE Average	90	92	89	14	13	11

Source: National Center for Education Statistics (appropriate years) and Western Interstate Commission for Higher Education, 1995.

Who Pays? Higher Education Revenue Sources

Highlights

- State appropriations per FTE in constant (1984) dollars declined nearly 9 percent in the WICHE states between FY1984 and FY1994, compared with a 6 percent decline nationwide (Display 1.2.1). During this period state appropriations per FTE increased in only three WICHE states (Hawaii, Nevada, and South Dakota) (Display 1.2.3).

- Since FY1993 state appropriations per FTE in constant (1984) dollars in the WICHE region have declined more than 7 percent (Display 1.2.2). State appropriations per FTE in California and Washington fell the most, 10.2 percent from FY1993 to FY1994 (Display 1.2.3).

- The percentage of state general fund dollars allocated to higher education has fallen over the past four years from nearly 15 percent in FY1990 to 13 percent in FY1994. The percent of state general fund appropriations going to higher education increased in only one WICHE state (Hawaii) during this period (Display 1.2.4).

- Average resident undergraduate tuition at public four-year institutions in the WICHE states has increased an average of 127 percent over the past 10 years. Resident undergraduate tuition increased more on average during this period at California State University and the University of California than at any other institutions in the region, 182 percent and 211 percent, respectively (Display 1.2.6).

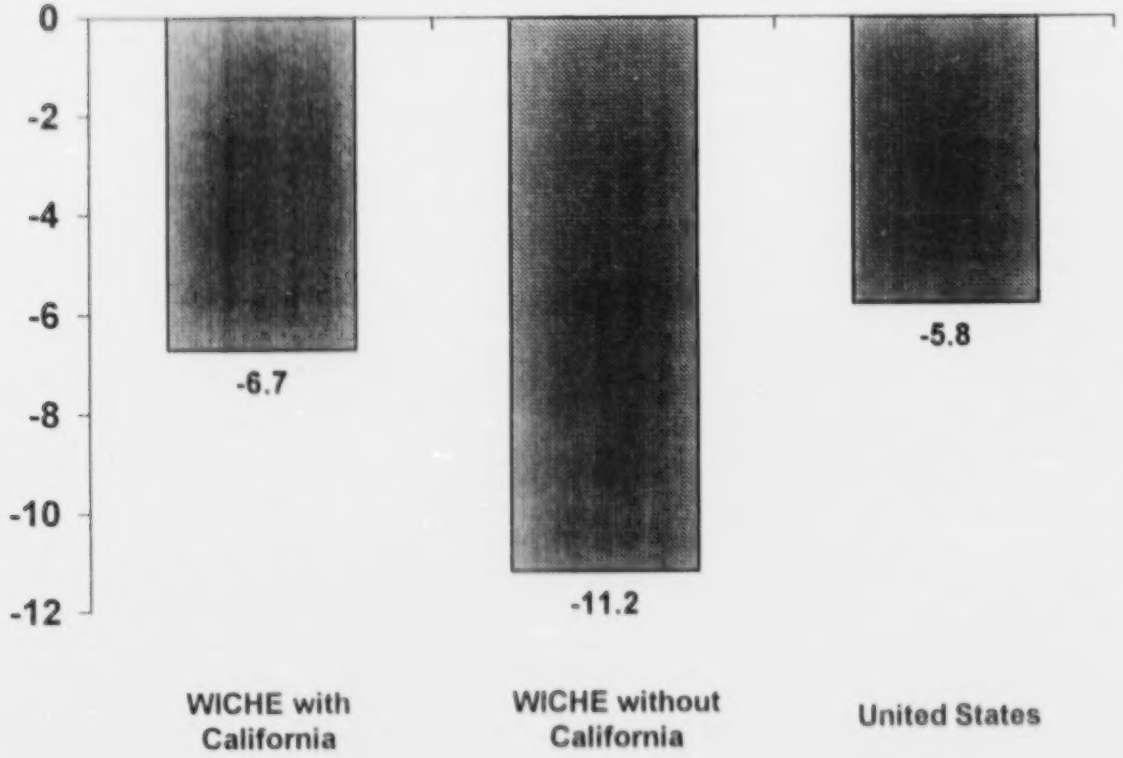
- Between 1993-94 and 1994-95 resident undergraduate tuition in the WICHE states increased 9.4 percent on average. Five states (California, Montana, South Dakota, Washington, Wyoming) experienced double-digit increases in average resident undergraduate tuition during this period (Display 1.2.6).

- Average nonresident undergraduate tuition increased faster than average resident undergraduate tuition between 1984-85 and 1994-95 in 14 of the 15 WICHE states. However, nonresident tuition increased faster than resident tuition in only 10 WICHE states between 1993-94 and 1994-95; and has increased consistently slower than average resident undergraduate tuition in the region as a whole (Display 1.2.6).

- Resident undergraduate tuition and fees at Research Universities I and II increased faster on average (149.9 percent) than at any other type of institution in the region between 1984-85 and 1994-95 (Display 1.2.7)

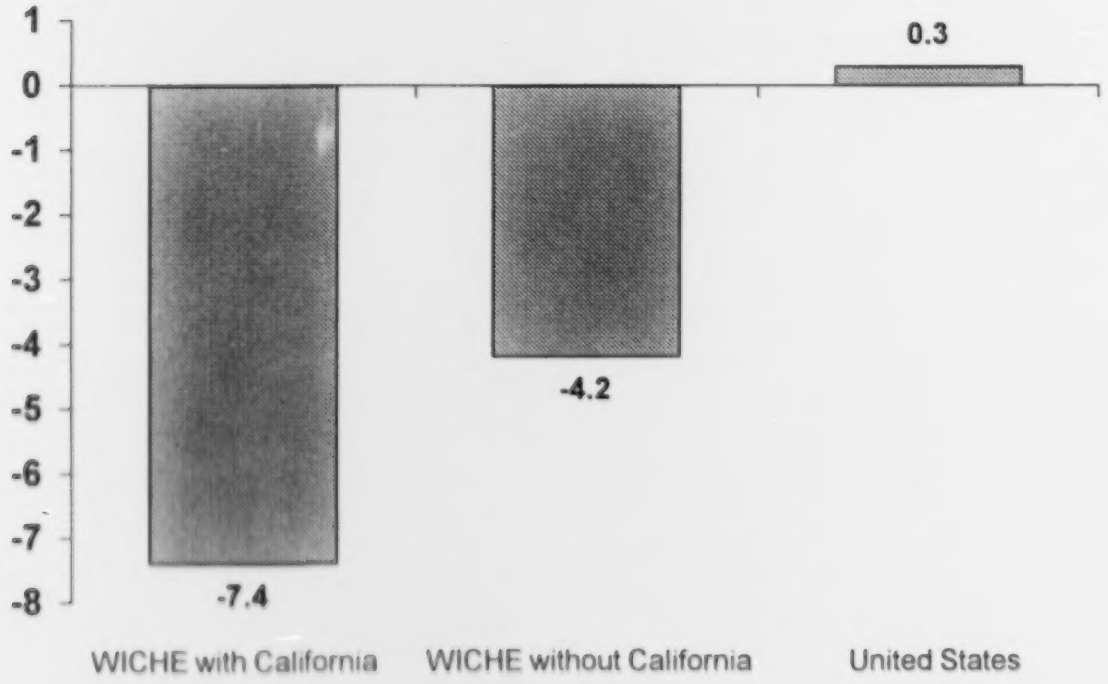
- Nonresident graduate students at Baccalaureate (Liberal Arts Colleges) II saw the largest increase in tuition and fees (20.4 percent) in the region between 1993-94 and 1994-95 (Display 1.2.8).

Display 1.2.1
State Public Higher Education Appropriations per FTE Student in Constant (1984) Dollars, FY1984 to FY1994, Ten-Year Percent Change



Source: Research Associates of Washington, 1994.

Display 1.2.2
State Public Higher Education Appropriations per FTE Student in Constant (1984) Dollars, FY1993 to FY1994, One-Year Percent Change



Source: Research Associates of Washington, 1994.

Display 1.2.3
State Public Higher Education Appropriations per FTE Student in Constant (1984) Dollars, FY1984, FY1989, FY1993, and FY1994

State	FY1984	FY1989	FY1993	FY1994	One-year Percent Change	Five-year Percent Change	Ten-year Percent Change
Alaska	$9,948	$7,600	$6,253	$6,164	-1.4%	-18.9%	-38.0%
Arizona	2,213	2,354	1,840	1,882	2.3%	-20.0%	-15.0%
California	2,001	2,949	2,167	1,930	-11.0%	-34.6%	-3.6%
Colorado	2,119	2,145	1,916	1,895	-1.1%	-11.7%	-10.6%
Hawaii *	5,163	5,683	5,717	5,307	-7.2%	-6.6%	2.8%
Idaho	3,314	3,313	3,037	3,012	-0.8%	-9.1%	-9.1%
Montana	3,076	2,675	2,405	2,166	-9.9%	-19.0%	-29.6%
Nevada *	2,805	3,225	3,435	3,143	-8.5%	-2.6%	12.1%
New Mexico	3,288	3,189	3,042	3,078	1.2%	-3.5%	-6.4%
North Dakota *	2,571	2,197	2,526	2,411	-4.5%	9.7%	-6.2%
Oregon	2,211	2,163	2,245	2,062	-8.2%	-4.7%	-6.7%
South Dakota	2,188	2,456	2,255	2,225	-1.3%	-9.4%	1.7%
Utah *	3,148	3,209	2,752	2,703	-1.8%	-15.8%	-14.1%
Washington *	3,232	3,388	3,272	2,940	-10.1%	-13.2%	-9.0%
Wyoming	4,515	4,377	3,747	3,716	-0.8%	-15.1%	-17.7%
WICHE w/CA	2,388	2,942	2,406	2,227	-7.4%	-24.3%	-6.7%
WICHE w/out CA	2,948	2,933	2,731	2,618	-4.2%	-10.7%	-11.2%
United States	2,650	2,961	2,490	2,497	0.3%	-15.7%	-5.8%

* In these states, no local tax dollars are appropriated to higher education. Therefore, the only tax dollars supporting two-year institutions come from state government. There are no two-year institutions in South Dakota.

Notes: State higher education appropriations are the total state appropriation to public two- and four-year institutions (not including research, agriculture, and medicine FTE enrollment includes public two-year and four-year institutions. The Higher Education Price Index (HEPI) was used for constant dollar conversion.

Source: Research Associates of Washington, 1994.

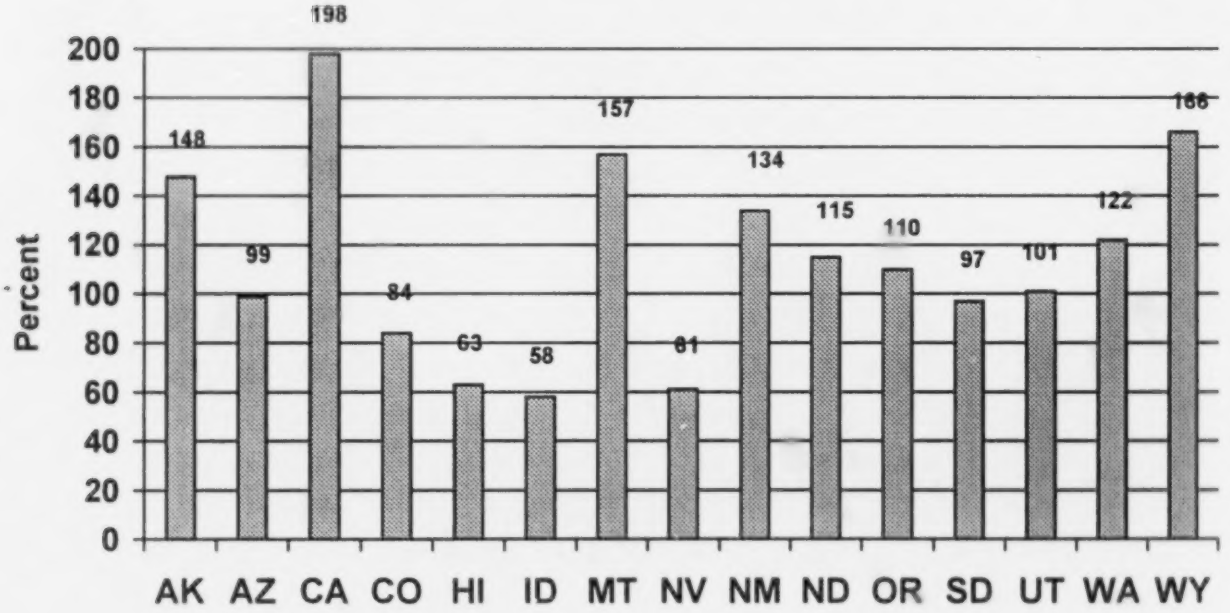
Display 1.2.4
Percentage of State General Fund Appropriations to Higher Education in FY1990 and FY1994, WICHE States

	FY 1990	FY 1994
Alaska	7.4%	5.6%
Arizona	17.7%	15.5%
California	13.8%	11.2%
Colorado	20.5%	15.5%
Hawaii	10.3%	12.0%
Idaho	20.0%	18.1%
Montana	25.1%	23.6%
Nevada	19.2%	19.0%
New Mexico	16.5%	15.2%
North Dakota	25.3%	23.4%
Oregon	18.0%	13.9%
South Dakota	19.1%	18.7%
Utah	17.9%	17.2%
Washington	12.8%	11.8%
Wyoming	33.6%	25.3%
WICHE States	14.5%	12.5%
United States	14.2%	12.2%

Note: Higher education appropriations are state tax funds for operating expenses and include appropriation for research, agriculture, and medicine. In states with biennial budgets, appropriations have been divided into fiscal years.

Sources: For higher education, Hines, Edward R. State Higher Education Education Appropriations (appropriate years). For total appropriations, Hutchinson, Perez, Snell, State Budget Actions (appropriate years).

Display 1.2.5
Average Resident Undergraduate Tuition and Fees
at Public Four-Year Institutions,
Ten-Year Percent Change by State,
1984-85 to 1994-95



Source: Western Interstate Commission for Higher Education, 1994.

Display 1.2.6
Resident and Nonresident Undergraduate Tuition and Fees at Public Four-Year Institutions in the WICHE Region: State Averages, 1994-95 and One-, Five-, and Ten-Year Percent Changes

Simple Average by Type of Institution (Number of Institutions)	Resident Undergraduate				Nonresident Undergraduate			
		Percent Change				Percent Change		
	1994-95	1993-94 to 1994-95	1989-90 to 1994-95	1984-85 to 1994-95	1994-95	1993-94 to 1994-95	1989-90 to 1994-95	1984-85 to 1994-95
ALASKA								
University of Alaska (3)	2,040	7.4%	62.2%	147.8%	5,524	5.7%	68.1%	173.0%
ARIZONA								
Universities (3)	1,894	2.7%	33.0%	99.4%	7,249	2.1%	35.0%	105.2%
CALIFORNIA								
California Maritime Academy (1)	2,042	8.0%	76.9%	75.6%	8,132	8.7%	113.2%	172.8%
California State University (20)	1,854	15.9%	119.4%	181.6%	9,234	2.8%	41.7%	121.5%
University of California (9)	4,111	10.3%	151.7%	210.6%	11,810	3.4%	58.9%	141.6%
COLORADO								
Colorado School of Mines (1)	4,596	5.3%	25.2%	71.0%	12,804	7.0%	33.5%	83.0%
Colorado State University and University of Colorado, Boulder (2)	2,686	4.5%	29.4%	85.3%	11,127	9.8%	51.6%	117.5%
Other Institutions (9)	1,951	5.2%	33.7%	87.6%	6,955	9.5%	51.4%	87.4%
HAWAII								
University of Hawaii, Manoa (1)	1,557	4.0%	17.3%	71.1%	4,557	4.6%	20.7%	46.1%
Other Institutions (2)	1,120	2.3%	9.8%	57.7%	3,500	4.0%	17.1%	37.3%
IDAHO								
Universities (3)	1,543	7.8%	40.3%	60.2%	5,909	19.3%	90.6%	104.0%
Lewis-Clark State College (1)	1,412	7.0%	35.8%	52.2%	5,120	20.8%	74.1%	81.0%
MONTANA								
Montana State University and University of Montana (2)	2,193	14.4%	61.3%	161.5%	6,085	6.3%	87.9%	158.9%
Other Institutions (4)	2,079	12.3%	54.9%	154.9%	5,971	5.5%	85.4%	156.5%
NEVADA								
University of Nevada (2)	1,740	4.5%	45.0%	61.1%	6,490	8.8%	54.5%	97.9%
NEW MEXICO								
New Mexico State University and University of New Mexico (2)	1,932	5.6%	40.1%	129.2%	6,774	8.0%	36.3%	141.0%
Others (4)	1,574	4.7%	39.7%	137.4%	5,620	8.4%	33.8%	138.7%
NORTH DAKOTA								
North Dakota State University and University of North Dakota (2)	2,369	4.9%	40.2%	126.9%	5,893	5.8%	49.1%	200.8%
Other Institutions (4)	1,906	5.0%	41.1%	108.8%	4,754	5.3%	52.3%	191.7%
OREGON								
Universities (3)	3,122	8.7%	79.4%	119.6%	9,658	15.1%	93.1%	138.7%
Oregon Health Sciences University (1)	3,812	5.3%	55.8%	112.0%	9,787	13.0%	71.1%	120.8%
Other Institutions (4)	2,831	6.2%	66.5%	101.9%	6,769	13.3%	73.1%	112.8%
SOUTH DAKOTA								
South Dakota State University and University of South Dakota (2)	2,443	13.6%	37.8%	97.9%	4,737	18.7%	47.8%	97.0%
Other Institutions (4)	2,353	11.9%	43.2%	96.5%	4,405	31.6%	68.9%	97.3%
UTAH								
Utah State University and University of Utah (2)	2,202	5.0%	34.7%	103.0%	6,716	8.9%	47.6%	118.4%
Other Institutions (2)	1,721	6.3%	34.9%	99.1%	5,571	16.0%	62.9%	140.2%
WASHINGTON								
Washington State University and University of Washington (2)	2,907	14.8%	59.1%	122.2%	8,199	14.9%	61.3%	126.2%
Regional Universities and Evergreen State College (4)	2,256	14.5%	48.6%	121.8%	7,974	14.8%	49.7%	128.7%
WYOMING								
University of Wyoming (1)	1,908	15.8%	90.2%	166.5%	5,988	15.6%	97.0%	169.0%
SIMPLE AVERAGE* (101)	2,274	9.4%	65.2%	126.5%	7,571	7.7%	54.0%	122.8%

*Note: Simple averages do not include University of Colorado Health Sciences Center, which has separate rates for each field.

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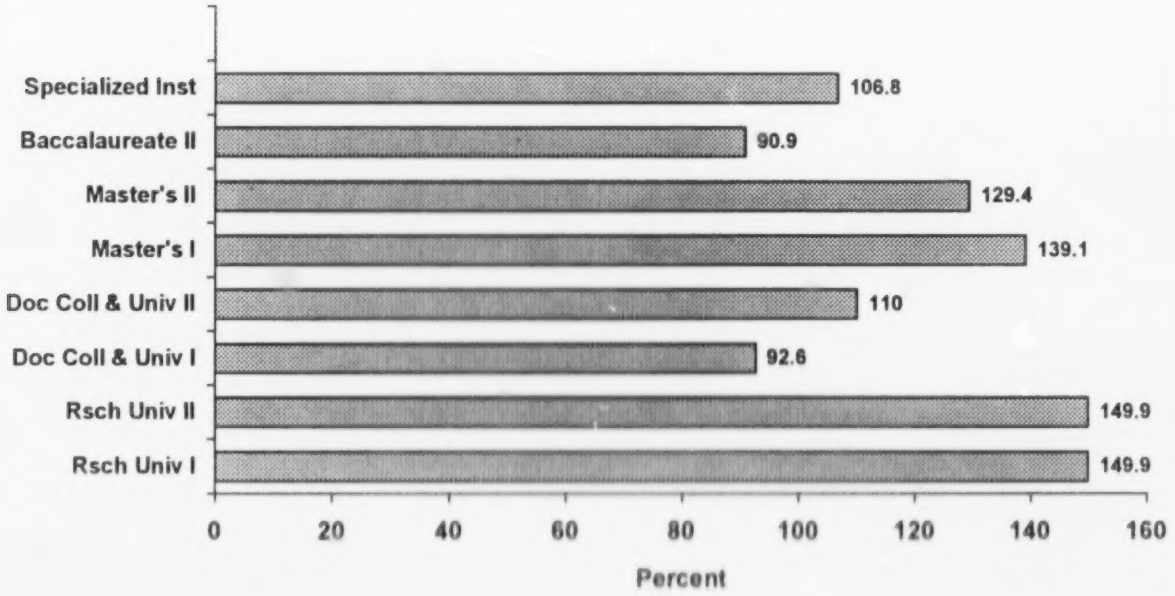
Display 1.2.7
Resident Undergraduate Tuition and Fees
at Public Four-Institutions in the WICHE States
by Carnegie Classification, 1984-85 to 1994-95



Source: Western Interstate Commission for Higher Education, 1994.

Display 1.2.8

Average Tuition and Fees at Public Four-Year Institutions in the WICHE Region by Carnegie Classification, 1994-95, 1993-94, 1989-90, and 1984-85

Simple Average by Type of Institution (Number of Institutions)	1994-95	1993-94	1989-90	1984-85	Percent Change 1993-94 to 1994-95	1989-90 to 1994-95	1984-85 to 1994-95
RESEARCH UNIVERSITIES I (18)							
Resident Undergraduate	2,985	2,757	1,628	1,194	8.3%	83.3%	149.9%
Resident Graduate	3,423	3,136	1,796	1,287	9.1%	90.6%	165.9%
Nonresident Undergraduate	9,376	8,847	6,148	4,131	6.0%	52.5%	127.0%
Nonresident Graduate	9,692	9,120	6,241	4,147	6.3%	55.3%	133.7%
RESEARCH UNIVERSITIES II (6)							
Resident Undergraduate	2,971	2,672	1,498	1,189	11.2%	98.3%	149.9%
Resident Graduate	3,896	3,458	1,902	1,465	12.7%	104.8%	165.9%
Nonresident Undergraduate	9,087	8,306	5,223	3,785	9.4%	74.0%	140.1%
Nonresident Graduate	9,508	8,839	5,516	3,913	7.6%	72.4%	143.0%
DOCTORAL UNIVERSITIES I (2)							
Resident Undergraduate	2,103	2,015	1,575	1,092	4.3%	33.5%	92.6%
Resident Graduate	2,270	2,174	1,697	1,120	4.4%	33.7%	102.6%
Nonresident Undergraduate	7,480	7,033	4,739	3,841	6.3%	57.8%	94.7%
Nonresident Graduate	7,728	7,261	4,872	4,072	6.4%	58.6%	89.8%
DOCTORAL UNIVERSITIES II (12)							
Resident Undergraduate	2,412	2,215	1,618	1,149	8.9%	49.1%	110.0%
Resident Graduate	2,745	2,517	1,801	1,296	9.1%	52.4%	111.8%
Nonresident Undergraduate	7,322	6,720	4,635	3,232	9.0%	58.0%	126.6%
Nonresident Graduate	7,260	6,662	4,626	3,253	9.0%	57.0%	123.2%
MASTER'S (COMPREHENSIVE) UNIVERSITIES AND COLLEGES I (37)							
Resident Undergraduate	1,948	1,739	1,112	815	12.1%	75.2%	139.1%
Resident Graduate	2,219	1,973	1,286	932	12.5%	72.6%	138.2%
Nonresident Undergraduate	7,787	7,336	5,243	3,465	6.2%	48.5%	124.8%
Nonresident Graduate	8,058	7,575	5,450	3,546	6.4%	47.9%	127.2%
MASTER'S (COMPREHENSIVE) UNIVERSITIES AND COLLEGES II (3)							
Resident Undergraduate	1,914	1,779	1,265	835	7.6%	51.3%	129.4%
Resident Graduate	2,117	1,958	1,380	911	8.1%	53.3%	132.3%
Nonresident Undergraduate	5,569	5,180	3,759	2,388	7.5%	48.2%	133.2%
Nonresident Graduate	5,533	5,123	3,374	2,374	8.0%	64.0%	133.1%
BACCALAUREATE (LIBERAL ARTS) COLLEGES I [1]							
BACCALAUREATE (LIBERAL ARTS) COLLEGES II (17)							
Resident Undergraduate	1,867	1,746	1,361	978	6.9%	37.1%	90.9%
Resident Graduate	2,823	2,540	2,014	1,480	11.1%	40.1%	90.7%
Nonresident Undergraduate	5,207	4,633	3,427	2,628	12.4%	52.0%	98.1%
Nonresident Graduate	6,782	5,634	4,203	3,211	20.4%	61.4%	111.2%
OTHER SPECIALIZED INSTITUTIONS (6)							
Resident Undergraduate	2,618	2,442	1,687	1,266	7.2%	55.1%	106.8%
Resident Graduate	3,340	3,032	2,138	1,523	10.1%	56.2%	119.3%
Nonresident Undergraduate	7,525	6,742	4,241	3,278	11.6%	77.4%	129.6%
Nonresident Graduate	6,456	5,766	4,207	2,939	12.0%	53.5%	119.7%

[1] There are no public Baccalaureate (Liberal Arts) Colleges I institutions in the 15 WICHE states.

Financial Aid

Highlights

- Need-based state aid per FTE student in current dollars increased 58 percent between 1988-89 and 1993-94 in the WICHE states, 37 percent between 1992-93 and 1993-94 alone. In constant dollars state aid per FTE student increased 32 percent between 1992-93 and 1993-94 (Display 1.3.1).

- Need-based state aid per FTE student in current dollars declined in six of the WICHE states (Alaska, Idaho, Montana, North Dakota, South Dakota and Utah) between 1992-93 and 1993-94. These declines were offset regionally by one-year increases of 38 percent or more in three states (Arizona, California, and Washington) (Display 1.3.1).

- North Dakota saw the largest one-year decrease in state aid per FTE student in constant dollars (9 percent), followed closely by Montana (8 percent). In contrast, state aid per FTE student in Washington increased approximately 80 percent between 1992-93 and 1993-94 (Display 1.3.1).

- During the past 10 years, the percent of aid available from federal programs and state grant programs has declined nationally. The proportion of aid met by federal programs fell from 81 percent to 75 percent and state grants from 6.3 percent to 5.8 percent from 1983-84 to 1993-94. At the same time, the proportion of aid from institutional and other grants increased from 13 percent to 19 percent (Display 1.3.2).

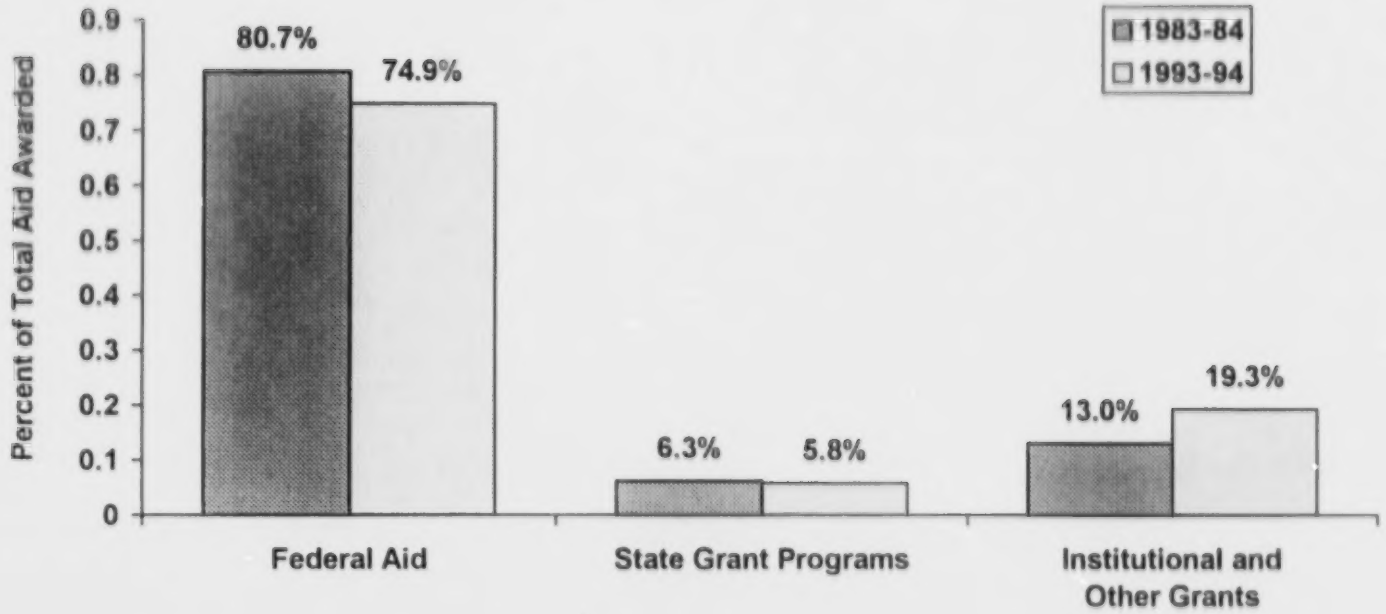
Display 1.3.1
Percentage Change in State-Funded Need-Based Financial Aid per FTE Student, WICHE States, 1988-89, 1992-93, and 1993-94

	Current Dollars			Current Dollars		Constant (1989) Dollars	
State	1988-89	1992-93	1993-94	One-Year Percent Change	Five-Year Percent Change	One-Year Percent Change	Five-Year Percent Change
Alaska	$14.46	$28.67	$27.42	-4%	90%	-7%	54%
Arizona	$22.34	$15.36	$21.60	41%	-3%	36%	-21%
California	$111.96	$119.58	$165.41	38%	48%	34%	20%
Colorado	$76.13	$115.80	$127.12	10%	67%	6%	36%
Hawaii	$19.42	$22.68	$22.69	0%	17%	-3%	-5%
Idaho	$13.15	$19.59	$19.32	-1%	47%	-4%	20%
Montana	$14.65	$14.26	$13.50	-5%	-8%	-8%	-25%
Nevada*	$11.86	$11.34	$11.53	2%	-3%	-2%	-21%
New Mexico	$79.49	$129.32	$139.11	8%	75%	4%	43%
North Dakota	$32.32	$68.70	$64.50	-6%	100%	-9%	63%
Oregon	$103.75	$123.61	$126.56	2%	22%	-1%	-1%
South Dakota	$24.15	$26.82	$25.70	-4%	6%	-7%	-13%
Utah	$15.08	$14.75	$14.53	-2%	-4%	-5%	-22%
Washington	$80.95	$134.46	$249.68	86%	208%	80%	151%
Wyoming	$11.04	$10.22	$11.57	13%	5%	10%	-15%
WICHE	$87.10	$100.43	$137.38	37%	58%	32%	28%
United States	$184.52	$235.21	$267.75	14%	45%	10%	18%

*includes need-based aid for undergraduates and graduates. FTE enrollments are undergraduate and graduate enrollments at public higher education institutions.

Source: National Association of State Scholarship and Grant Programs, 1992-93 and 1993-94 Research Associates of Washington, 1994

Display 1.3.2
Financial Aid Awarded to Postsecondary Students by Source of Aid, 1983-84 and 1993-94



Source: The College Board, 1993 and 1994.

Section 2

STATE POLICIES

Tuition Policy

Highlights

- In the WICHE region, tuition-setting authority for four-year institutions rests with state governing or coordinating boards in eight of 15 states (Alaska, Arizona, Idaho, Nevada, North Dakota, Oregon, South Dakota, Utah), and with institutional or separate system governing boards in five states (Colorado, Hawaii, Montana, New Mexico, Wyoming).

- In the 14 WICHE states having public community colleges, tuition is set by a state board in six states (Alaska, Arizona, Nevada, North Dakota, Utah, Wyoming). In four states (Hawaii, Idaho, New Mexico, Oregon) tuition is set by local districts; and in three states (Colorado, Montana, Washington), tuition-setting authority is shared (Display 2.1.1).

- "Super tuition," a tuition differential used traditionally for law and medicine, has been expanded to include other "high cost" or "professional" undergraduate and/or graduate programs in six WICHE states (Arizona, California, Idaho, North Dakota, Oregon, South Dakota); one state (Montana) is considering expanding similar differentials.

- In the region, only two states (Alaska, South Dakota) officially index tuition for four-year colleges to the Consumer Price Index (CPI), the Higher Education Price Index (HEPI), or other economic factors, and one state (Idaho) indexes by practice (Displays 2.1.2 and 2.1.3).

- Tuition revenue is retained and controlled at the campus or institutional level of four-year institutions in seven of the 15 WICHE states (Alaska, Idaho, Montana, Nevada, New Mexico, Oregon, Washington); it is controlled at the state level under a statewide or system board in five states (Arizona, Colorado, Hawaii, Oregon, South Dakota), is deposited and controlled in a separate state tuition account in four states (Colorado, North Dakota, Utah, Wyoming)(Display 2.1.5).

- Tuition revenue overages may be spent in full or part in 13 of the 15 WICHE states/systems; in nine states/systems (Arizona, Colorado, Hawaii, Idaho, New Mexico, Oregon, South Dakota, Utah, Wyoming), overages may be rolled over into a reserve (Display 2.1.6).

Display 2.1.1
Authority for Setting Tuition in WICHE States, 1994-95

State	Public Four-Year Institutions		Public Two-Year Institutions	
	State Governing or Coordinating Board	System/ Institutional Governing Boards	State Governing or Coordinating Board	System/District/ Institutional Governing Boards
Alaska	✓		✓	
Arizona	✓		✓	
California[1]	—		—	
Colorado[2]		✓	—	—
Hawaii[3]		✓		✓
Idaho	✓			✓
Montana[4]		✓		—
Nevada	✓		✓	
New Mexico		✓		✓
North Dakota	✓		✓	
Oregon	✓			✓
South Dakota[5]	✓		—	—
Utah	✓		✓	
Washington[6]		—		—
Wyoming		✓	✓	

[1]Tuition-setting authority differs in the state's three systems. University of California tuition is set by the Regents; the systemwide boards of California State University and of the community colleges recommend tuition and fees, which are set by the governor and legislature.
[2]Colorado has both state and local community colleges; tuition-setting for the 11 state community colleges is controlled by the state governing board, but the four district colleges set their own tuition.
[3]Hawaii has a single statewide system.
[4]Tuition charges at Montana community colleges are recommended by local boards and approved by the Montana University System Board of Regents.
[5]South Dakota has no public community colleges.
[6]Washington repealed its former method for setting tuition by percentage of educational costs; tuition will increase by 4 percent each year during 1995-96 and 1996-97 academic years while the legislature studies funding prior to adopting a new tuition structure in 1997.

Display 2.1.2
Factors Considered in Setting Resident Tuition, 1994-95

Indexed ● Formal Consideration ♦ Informal Consideration □

State	Cost of Instruction	Economic Factors (CPI, HEPI)	Availability of Financial Aid	Other
Alaska		●		
Arizona[1]	●		♦	♦
California[2]	♦	♦	♦	♦
Colorado	●	□		
Hawaii[3]	♦	♦	♦	♦
Idaho		♦		♦
Montana	♦			
Nevada[4]		♦		♦
New Mexico[5]	□	♦	♦	♦
North Dakota		♦		♦
Oregon	□	□	□	□
South Dakota	♦	●		
Utah[6]	□	□	□	□
Washington	●			
Wyoming[7]				♦ □

[1]Arizona also takes into consideration students' demographic and economic characteristics, and revenues required to service bond indebtedness.
[2]California also takes into consideration tuition levels at peer institutions.
[3]Hawaii also considers the cost of living in the state.
[4]Nevada also takes into consideration peer institutions, level of state funding, needs, and other information as needed.
[5]New Mexico takes into consideration state personal or disposable income, and peer institutions.
[6]Utah also considers systemwide needs.
[7]Wyoming formally sets tuition at the 15th percentile of public doctoral institutions; personal or disposable income, peer institutions, and general fund appropriations are also considered.

Display 2.1.3
Tuition-Setting Polices for Resident Students in the WICHE States, Public Four-Year Institutions, 1994-95

Alaska

Current Policy: A statute gives the Alaska Board of Regents responsibility for setting tuition rates. The Board of Regents' policy states that tuition will increase annually based upon the prior three years' Higher Education Price Index (HEPI) average. Tuition will increase automatically unless the Board of Regents takes action to suspend the policy for a given year. In 1995, the board eliminated the consolidated per credit hour cap on tuition and imposed a tuition differential on lower and upper division courses.

Background and Discussion: The board probably will implement the new policy charging straight per credit hour tuition without a consolidated cap in a way that will ease the financial burden on current students.

Arizona

Current Policy: The Arizona State Constitution provides that "the University and all other state educational institutions shall be open to students of both sexes and the instruction furnished shall be as nearly free as possible." Arizona technically charges no tuition for resident students; resident students pay a per credit hour "registration" fee. The Arizona Board of Regents has legal responsibility for establishing tuition rates for the public universities. When setting tuition, the board's decision is to be based upon a review of: (1) the availability of financial aid; (2) demographic and economic characteristics of Arizona students; and (3) the revenues required to service bond indebtedness. Formerly, the board's objective for the four-year institutions was that tuition for resident students should be in the lower one-third of the 50 states. Presently, the board's guidance is that resident tuition should increase until it equals 25 percent of the cost of instruction (COI), not including research and public service activities.

Arizona currently has three differential tuitions by academic program: law, medicine, and the evening and weekend program for an MS in Business Administration at Arizona State University.

Background and Discussion: The board will officially call the base per hour amount "tuition" instead of "registration" as soon as their policy manual is edited to reflect these changes. Making the change did not require extensive consultation.

The *ad hoc* Commission on Student Costs and Financial Assistance examined tuition-setting policies for the board and made recommendations to the board in December 1994. The commission decided against requiring tuition to be set early in the fall, instead of the spring, of the prior academic year. The commission recommended and the board implemented the following: (1) starting in 1995-96, the total cost of attendance will be considered in setting tuition and fees; cost data will be calculated for each university by applying a uniform method; (2) the board reaffirmed differential tuition rates for different academic programs; and (4) they changed tuition and fee waiver policies to simplify them.

Another study committee composed of university and community college people met early in 1995 to review two proposals: (1) charge non-resident tuition to resident students who accumulate more than 160 hours prior to graduating. (2) charge a drop fee of $20 per credit hour for students who drop more than 10 cumulative credit hours. The study committee discovered that about 80 percent of students with more than 160 hours were transfer students from community colleges to a university. No further action has been taken on limiting residents to 160 hours; more study is required.

Display 2.1.3 (continued)

Tuition-Setting Polices for Resident Students in the WICHE States, Public Four-Year Institutions, 1994-95

California

Current Policy: Technically, California residents do not pay tuition; they pay registration or enrollment fees. California statute, Education Code 66158, 66160, 66161, and 66165, provides for a mandatory student fee policy for the state's two public four-year university systems and the Hastings College of Law. The major provisions of this policy are: (1) all mandatory systemwide fees shall be fixed at least 10 months prior to the fall term in which they become effective; (2) any annual increases or decreases in the fee are limited to no more than 10 percent of the fee fixed for the prior year, and mandatory student fees may not be increased or decreased by more than 10 percent; (3) the amount of the annual change in the fee shall be set according to an index of the three-year moving average of changes per full-time equivalent student of state support for certain budget categories; and (4) increases in mandatory student fees shall be accompanied by student financial aid necessary to ensure access to students with demonstrated financial need.

The University of California is constitutionally autonomous from the state. The University's Board of Regents has legal authority for setting tuition and fee policy for the University. However, in the California State University system, the governing board makes recommendations concerning their fee levels to the state legislature, which must adopt policy through legislation. The legislature reviews a comparison list of institutions for the University and California State University in setting student fee levels.

Each public postsecondary education governing body shall develop its own methodology for establishing the nonresident tuition level and its annual adjustment. However, it is the intent of the legislature that under no circumstances shall an institution's level of nonresident tuition plus required student fees fall below the marginal cost of instruction for that segment.

In 1990 the legislature established differential professional school fees for law and medicine of $376 per year in addition to regular resident graduate fees. In January 1994, the University of California Regents approved a new tuition policy in selected professional schools for professional degrees in law, medicine, dentistry, veterinary medicine, and business management. In 1994-95, the fee for new professional students is $2,000 per year. The Regents retained the $376 fee in law and medicine, which new students pay in addition to the $2,000. Students pursuing a Ph.D. in these fields are not charged the new professional fee.

The California State University system set fees and policy in 1994-95 that differ from actual resident undergraduate and graduate tuition. The CSU system policy sets resident graduate fees at a premium of 30 percent over undergraduate fees, although they currently pay the same. CSU has no professional school differential.

Background and Discussion: Although statutes restrict annual mandatory fee increases (which includes resident students' "registration" fees) to 10 percent, this limit was breached substantially between 1991-92 and 1993-94, when these fee increases ranged from 22 percent to 40 percent per annum to compensate for restricted state funding. However, fees are required to be activity related only, and cannot be used to cover basic COI. Substantial fee increases have led to discussion about whether these "fees" should be termed "tuition."

Display 2.1.3 (continued)
Tuition-Setting Polices for Resident Students in the WICHE States, Public Four-Year Institutions, 1994-95

In 1993, the California Postsecondary Education Commission recommended a new long-term tuition and fee policy which would tie these to the cost of instruction. Under this plan students attending the University of California would pay no more than 40 percent and students attending the CSU colleges would pay no more than 30 percent of the cost of instruction. The legislature has been reluctant to move toward "tuition" and has taken no action on this proposal.

In January 1994, the University of California Regents established a new policy for setting the resident educational fee. It will be set annually, based on whether the system has resources to maintain in-state student access, academic quality, and achieve its overall mission, as well as the availability of financial aid, charges at comparable institutions, and general fund support. In the new policy, the educational fee explicitly supports University operating budgets, including faculty salaries. Also, each campus is now allowed to set its own registration fee within a range set by the regents.

Colorado

Current Policy: State statutes provide that the Colorado Commission on Higher Education (CCHE), the state coordinating board, shall establish tuition and fee policies based on institutional role and mission. The institutional governing boards have the legal authority to set tuition and fee rates consistent with such policies. CCHE policy states that: (1) the average tuition rate per full-time resident undergraduate student within a system shall be at least 25 percent of the cost of the academic program, but not more than 30 percent of the cost (this policy does not apply to the Colorado School of Mines); (2) the maximum annual percentage increase at all campuses shall be the rate of increase in the Denver-Boulder CPI unless the total funding increase for each board was less than needed to cover mandated costs and enrollment increases, as defined by CCHE; and (3) the semester or academic term tuition charges to a part-time resident undergraduate student, as defined by the institution, shall not exceed the tuition charges to a full-time resident undergraduate student. State general fund appropriations also are taken into consideration when setting tuition levels. Costs for academic programs include: state general fund appropriations, cash funds (i.e., tuition revenues), and governing board costs, less indirect cost recoveries. For several years, legislatively imposed tuition increase caps have abrogated the tuition formula for resident students, limiting increases to a lower percentage.

Background and Discussion: In the past, tuition increases were tied to the Higher Education Price Index (HEPI). As of 1994-95, increases are tied to the Denver-Boulder Consumer Price Index (CPI). However, passage of Amendment One, which limits total spending as well as revenue increases through a complex formula combining population growth and inflation, may conflict with CCHE's tuition policy.

A 22 percent increase in resident enrollments is predicted by the year 2000. In 1995, a CCHE enrollment planning study proposed several ways to increase efficiency, including: (1) charging differential tuition for high cost programs; and (2) subsidizing a maximum number of credit hours for undergraduates, after which they would pay the full cost of instruction or the nonresident tuition rate. In addition to program differentials, there was some discussion of privatizing certain programs. The 1995 legislature rejected both differential tuitions and the undergraduate hours cap. Privatizing had been rejected previously.

Display 2.1.3 (continued)

Tuition-Setting Polices for Resident Students in the WICHE States, Public Four-Year Institutions, 1994-95

Hawaii

Current Policy: In spring 1995 the legislature passed Act 161, effective July 1, 1995, which effects significant changes in Hawaii's policies. The act provides that beginning FY1997-98, the university's budget will be based on the FY1994-95 budget plus all costs associated with collective bargaining agreements, new programs or program expansions mandated by the legislature, mandated tuition waivers, costs for increases in enrollment, and adjustments for inflation. The act specifies that resident undergraduate tuition shall not exceed 30 percent of the estimated average annual cost of education. Reversing Hawaii's previous policy, the law authorizes the university to keep tuition and fee revenues instead of depositing them in the general fund. These revenues are not to be counted as an offset against the general fund request or budget. However, if the university receives less revenue than estimated, it must cut spending. The law also provides that a number of waivers previously mandated by the legislature are now discretionary. The detailed procedures for implementing this far-reaching policy change will be completed as soon as possible.

The Board of Regents of the University of Hawaii has legal responsibility as prescribed by state statute to set tuition for all public sectors. The following are taken into consideration when determining tuition schedules: accessibility and mix of students; financial aid availability and use; cost of education and the sharing of costs between students and the general public; differential tuition rates reflecting different missions of the major universities; costs of instruction by student level residents versus nonresidents; and relative standing to tuition charges at regional and national peer institutions. The board also takes into account the cost of living in Hawaii and increases in mandatory and other student fees.

Background and Discussion: Several proposals were made in 1995 for changes in Hawaii's tuition policy in response to an expected $350 million state budget shortfall and university budget cuts totaling approximately $36 million in the next several years. In the past, tuition revenues were deposited in the general fund and were not linked in any way to the legislatively determined public higher education budget. Act 161 reverses this policy; it has ramifications throughout Hawaii's higher education system.

Idaho

Current Policy: The Idaho Board of Education has authority to set fees for research universities, state colleges, and regional universities. Residents cannot be charged tuition, but can be charged a matriculation fee which offsets some of the cost of education. Starting in 1992-93, the guideline for resident fee increases was set at no more than the national Consumer Price Index plus 2 percent of the current year's total fees. The total fees for full-time nonresident undergraduate and graduate students shall not exceed the average tuition and fee rate in the WICHE states for the prior year. An institution cannot request more than a 10 percent increase in the total full-time student fee unless otherwise authorized by the board.

Starting about 1992, a doctoral program in pharmacy was introduced with a differential tuition; the only other differential tuition in Idaho is for law. In addition, each institution may limit the number of students they accept into some of the specialty programs, such as pharmacy, dental hygiene, law, and physical therapy, etc. To date, this has been an institutional decision.

Display 2.1.3 (continued)

Tuition-Setting Polices for Resident Students in the WICHE States, Public Four-Year Institutions, 1994-95

Background and Discussion: The Idaho Board of Education policy states that they shall maintain matriculation fees competitive with peer institutions and shall not exceed the peer group average of the prior year. However, since they do not have comparable peers they now use the average tuition and fees for institutions in the WICHE states. Further, although in practice they have indexed tuition increases to the CPI since 1991-92, they are not considering changing their policy to require indexing increases to the CPI. Legislative appropriations in 1995 and board budget adjustments resulted in tuition and fee increases for fall 1995. The resident undergraduate and graduate matriculation fees were raised 4.67 percent for the three public universities plus Lewis and Clark College.

Montana

Current Policy: The Montana Board of Regents has authority to set tuition rates. Instructional costs, tuition levels at peer institutions, and state appropriations are taken into consideration in the tuition-setting process. Instructional cost includes academic support, institutional support, institutional service and plants, and scholarships and fellowships (including fee waivers). However, the board had proposed indexing tuition at 25 percent of cost for residents. As a result of cuts in general funding and having to cover some planned salary increases, however, resident tuition is currently set at closer to 30 percent of instructional costs for residents. This may be higher for FY1995-96.

Background and Discussion: The board is considering some variations of resident tuition by institutions, and perhaps more variations of "super tuition" (higher tuition for high cost academic and professional programs such as law, medicine, physical therapy, and nursing).

Nevada

Current Policy: The Nevada Board of Regents has the authority to set tuition rates. The policy of the board specifies that it will use the following information to guide its deliberations: charges at peer institutions, economic variables (CPI, HEPI), level of state funding, needs, and other factors as needed.

Background and Discussion: The board has looked at adopting various indexes, but no proposals have been made. Nevada is a low fee state, and there has been some discussion in the state legislature that both resident and nonresident students should be required to pay a larger share of the cost of instruction. Nevada technically charges resident students no tuition; they pay a registration fee per credit hour. Currently resident undergraduates pay $58 and resident graduate students pay $81 per credit hour.

In addition, the board proposed to change the resident registration fee, increasing it $3 per credit hour starting fall 1995, and by another $3 in 1996-97. This registration fee change would apply to undergraduate and graduate students.

New Mexico

Current Policy: The individual institutional governing boards have legal authority to set tuition rates as they deem appropriate. The most heavily weighted factors in setting tuition charges are: institutional budget requirements (most frequently faculty compensation); the effect of tuition on access; and the amount of the state appropriation. The CPI, HEPI, state personal or disposable income, and student charges at peer institutions are also taken into consideration when setting tuition rates. Most institutions

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Tuition-Setting Polices for Resident Students in the WICHE States, Public Four-Year Institutions, 1994-95

have a written policy or practice in place which limits tuition increases to 10 percent per year and 50 percent over five years. The primary sources of consistency are the legislature and the New Mexico Commission on Higher Education, both of which exercise statewide influence, but have no statutory authority in the tuition-setting process.

Background and Discussion: The legislature and the Commission on Higher Education are both concerned about how increasing tuition rates are affecting student access. There has been some discussion over the last several years about indexing tuition increases to the cost of instruction (COI), but no proposals have been made. The commission did not propose any changes for the 1995 legislative year. However, the commission prepared recommendations for the 1996 legislative session. The commission wants to establish the use of a statewide percentage of the COI in calculating tuition. The commission would not necessarily suggest the same percentage for each institution, but one relevant to each institution's mission. A general tuition policy would thereby be established, instead of tuition being based on practice at a particular institution, or on a randomly interpreted policy. The commission will possibly recommend use of a statewide COI percentage to the legislature for the 1996 session. The commission also is studying the link between financial aid and tuition and plans to make recommendations about this issue to the legislature in 1996.

North Dakota

Current Policy: The governing board of the North Dakota University System has the authority to set tuition rates. The CPI, state personal or disposable income, cost of education, student charges at peer institutions, marketplace in the region, and state general fund appropriations are taken into consideration when setting tuition rates. The board sets tuition rates on an annual basis in the spring of each year within the biennial budget cycle. In the 1993-95 biennium the legislature gave the board the authority to approve expenditure of excess income up to 3 percent of the estimated income for the biennium. Tuition increases that exceed the tuition income approved by the legislature during the biennial appropriation process cannot be expended without authorization from the Emergency Commmission, composed of members of the legialative assembly, the governor, and the secretary of state. Therefore, the biennial appropriation process limits the board's ability to raise tuition once the biennial budget has been approved by the legislature.

Background and Discussion: Tuition is charged on a flat rate for students taking 12 or more credit hours. One institution changed to a per credit hour tuition, but was forced to revert to the consolidated rate by the board after the second year. There is some interest in changing to a per credit hour model, which the board may study in the near future. In 1994 the board approved mandatory program fees in law, engineering, and nursing.

Although the board has the authority to set tuition, legislative appropriations curtail its de facto power. Language in one 1995 bill giving permission for the board to spend a limited amount of additional tuition income was removed when the governor opposed it. Tuition will not increase in 1995-96, and any increase in 1996-97 will be minimal. The board is undertaking a major tuition study starting summer 1995, and there might be changes in funding methodology in 1996-97.

Display 2.1.3 (continued)
Tuition-Setting Polices for Resident Students in the WICHE States,
Public Four-Year Institutions, 1994-95

The legislature gave the board approval for $4 million in bonds for campus technology networking, to build infrastructure for computers, such as cabling and wiring. But the legislature specified that the only way this could be repaid would be from a fee assessed to students for technology. In the past, students talked about technology, but in terms of computers and personnel. The board will study the bonding issue, technology needs, costs, and fees this summer. It is hoped that the technology fee will be enough to pay off bonds as well as buy equipment and hire personnel. If the board approves, this could potentially go into effect in the spring of 1995-96.

Oregon

Current Policy: By law, the Oregon Board of Higher Education is responsible for establishing all fees for enrollment at the eight four-year institutions. The board's range of discretion is relatively small and relates more to the distribution of charges among groups of students than to the basic sharing of costs. Oregon tuition policy results from a series of incremental decisions made by the voters, the state legislature, and the Board of Higher Education. Resident undergraduate tuition increased since the early 1990s to approximately 36 percent of the cost of instruction. The CPI, HEPI, cost of education, student charges at peer institutions, and state general fund appropriations are taken into consideration when setting tuition rates. When any increases in tuition are considered, access for resident students is a serious factor, with concerns that too high tuition rates limit economically disadvantaged students. The present tuition policy distinguishes between undergraduate and graduate students, differentials by program, and resident versus nonresident students.

Background and Discussion: Resident undergraduate tuition at four-year institutions increased since the early 1990s to approximately 36 percent of the cost of instruction; it is anticipated it will increase more in 1995-97. There has been limited discussion of changing tuition policy to high tuition, high aid.

After significant tuition increases in the last decade, concerns arose because undergraduate resident enrollments were curtailed and average student debt loads mounted. Therefore, resident student access has become a priority. In the 1995 session, the governor and legislature are hoping to keep tuition increases as low as possible, at 4 percent per year in the next biennium, by supplying more state funds.

South Dakota

Current Policy: The South Dakota Board of Regents, the statewide governing board, has the constitutional authority to set tuition rates. The board also has statutory authority to set the required fees. The board's policy goal is to meet one-third of costs through tuition and fee revenue. Current board policy specifies that the rate of tuition increase and required fees may not exceed the prior year's HEPI. All tuition and fees are indexed to the prior year's HEPI, with resident undergraduate tuition and fees being the base amount. The graduate resident rate is approximately 50 percent more than the undergraduate rate. State general fund appropriation increases are also taken into account when required fees are set. A survey of surrounding states and Idaho is used informally in establishing the specific increase for resident and nonresident undergraduates and graduates.

Display 2.1.3 (continued)

Tuition-Setting Polices for Resident Students in the WICHE States, Public Four-Year Institutions, 1994-95

Background and Discussion: The board first proposed increasing tuition 3 percent for fall 1995, but added another 10 percent (a 13 percent total increase) because of increased enrollments and the failure of the 1995 legislature to provide enough funding to meet additional expenses. Near the end of the legislative session one legislator attempted to get approval of a measure to restrict tuition increases to the rate of inflation. The measure failed to pass. In addition to the extra 10 percent increase in resident tuition, to help meet expenses the board capped resident enrollment, eliminating the anticipated increase of 2,000 students in the coming year. It is hoped that a significant percentage of this cut can be met through natural attrition of students, fewer course offerings, and a leaner summer program. The enrollment cuts will be phased in: 989 for summer 1995, and the balance during the next two years.

Utah

Current Policy: The Utah State Board of Regents has statutory authority to set tuition rates. Under a new system policy effective fall 1994, tuition at all state institutions is based on a percentage of the resident undergraduate tuition at the University of Utah, the flagship institution. Systemwide needs, as well as the CPI, are considered in setting the university's tuition. Utah State University's resident undergraduate tuition is to be set at 88 percent of tuition at the University of Utah; 72 percent at Weber State; and 65 percent at Southern Utah University. These targets are to be achieved in three years. Resident graduate tuition will continue to be set at 10 percent more than the resident undergraduate tuition.

Background and Discussion: Utah's tuition setting policy was changed in fall 1994. Utah eliminated the cost concept from tuition-setting, although tuition and fees as a percentage of education costs will continue to be monitored by the board. Once the new policy's targeted tuition rates are reached in three years, the board will look at the needs of the system, national and regional tuition increase data, and inflation when making any changes in tuition levels. Once the tuition relationship targets have been reached, annual tuition rate increases will be uniform for all institutions.

Washington

Current Policy: In 1995, the legislature repealed the prior tuition-setting method whereby the percentage of educational costs to be recovered through tuition was specified by statute. In the 1995-96 and 1996-97 academic years, tuition for students attending public colleges and universities will increase each year by 4 percent of its dollar amount at each institution. During that period, a task force will study the impact of changes (there were many conflicting policies). The task force is composed of the state budget director, six members of each house of the legislature, representatives of the higher education institutions, citizen representatives, and a member of the higher education coordinating board. The task force will make recommendations about a new comprehensive, long-term policy, which the legislature intends to adopt in 1997. The revenue from tuition will not be subtracted from the state monies appropriated to colleges and universities.

Background and Discussion: A key consideration resulting in tuition-setting changes was the expenditure lid passed by initiative in the 1993 election. Expenditures can only increase at a straight percentage of population growth in conjunction with inflation. In recent years, increases in revenues resulting from tuition increases were more than offset by reductions in legislative appropriations to higher education. Under the former policy, the Washington Higher Education Coordinating Board provided the central

Display 2.1.3 (continued)
Tuition-Setting Polices for Resident Students in the WICHE States, Public Four-Year Institutions, 1994-95

calculations of direct and indirect instructional costs and tuition, which were formally adopted by the institutional governing boards. Tuition reflected a moderately low-tuition philosophy. As of 1993, resident tuition rates were set by statute as percentages of educational cost at 41.1 percent for research universities and 31.5 percent for state colleges and regional universities.

In the 1995 legislative session, a number of proposals for changing tuition-setting policies were discussed. However, as there had been many conflicting yet interlinked policies, it was decided that the repercussions of any new long-term policy needed careful study prior to adoption.

Wyoming

Current Policy: The Wyoming Constitution requires the legislature to provide adequate university funding with the cost to the student "to be as nearly free as possible." The legislature determines what "adequate" means through the biennial appropriation process. The University of Wyoming Trustees interpret "as nearly free as possible." Tuition charges at peer institutions and state general fund appropriations are taken into account when setting tuition. Trustee policy calls for tuition at the University of Wyoming to be set at the 15th percentile of public doctoral institutions. Tuition increases may be used to offset the effect of flat or declining state general fund appropriations.

Background and Discussion: Past tuition policy of the University of Wyoming Trustees was for tuition to increase until it reached the 15th percentile of public doctoral institutions. That objective has been achieved; tuition is now set at the 15th percentile.

Display 2.1.4

Tuition-Setting Policies for Resident Students in the WICHE States, Public Two-Year Institutions, 1994-95

Alaska

Current Policy: A statute gives the Alaska Board of Regents responsibility for setting tuition rates. Board policy allows the system president, upon request of the chancellor of each university, to authorize tuition rates for campuses outside Anchorage, Fairbanks, and Juneau which are up to 30 percent lower than the rate set by the Board of Regents for the main campuses. All two-year campuses are outside the three cities. Community college tuition may be set separately; however, the one officially designated community college currently sets tuition at the same level as the extended campuses.

The Board of Regents' policy states that tuition will increase annually based upon the prior three years' Higher Education Price Index (HEPI) average. Tuition will increase automatically unless the Board of Regents takes action to suspend the policy for a given year.

Background and Discussion: In 1995, the board eliminated the consolidated per credit hour cap on tuition; this change probably will be implemented in a way to ease the financial burden on current students.

Arizona

Current Policy: The Arizona State Constitution provides that "the University and all other state educational institutions shall be open to students of both sexes and the instruction furnished shall be as nearly free as possible." Legal authority for setting tuition rests with the State Board of Directors for Community Colleges.

Background and Discussion: A study committee composed of university and community college people met early in 1995 to review two proposals: (1) to charge non-resident tuition to resident students who accumulate more than 160 hours prior to graduating; and (2) to charge a drop fee of $20 per credit hour for students who drop more than 10 cumulative credit hours. The study committee discovered that about 80 percent of students with more than 160 hours were transfer students from community colleges to a university, but also that there was a "swirling" phenomenon whereby students moved back and forth between the community colleges and the universities. Maricopa Community College has 95,000 students enrolled; however, other factors, not just the "swirling" phenomenon, may be involved in Maricopa's high enrollment. No further action has been taken on limiting residents to 160 hours; more study is required.

California

Current Policy: The California Community Colleges' Board of Governors makes recommendations concerning their fee levels to the state legislature, which must adopt the fee policy through legislation.

The California Community Colleges are governed by a separate statute, Education Code 722521, which provides that resident community college students pay a mandatory enrollment fee. The California Community Colleges also charge a differential fee per credit hour for students previously awarded a baccalaureate or graduate degree. There is no maximum fee; the fee is the per unit fee times the number of units.

Display 2.1.4 (continued)

Tuition-Setting Policies for Resident Students in the WICHE States,

Public Two-Year Institutions, 1994-95

Background and Discussion: High enrollment demands in the 1980s led the community colleges to request more funding from the state. Instead, resident per credit hour fees were instituted, which cut enrollment demand temporarily. The Board of Governors has not recently and is not now recommending changes in tuition-setting and policy; changes have come from the governor and legislature. In 1993, a differential fee per credit hour was instituted for students previously awarded a baccalaureate or graduate degree. This marks a departure from the low fee policy for all community college students. The fee assigned to these students is aligned with establishing priorities for who is served by the state's community colleges. It was the legislature's belief that students who had already obtained a baccalaureate degree should be a lower priority for state support than those students who had not yet obtained a degree.

In 1995, the governor has proposed increasing the per credit community college fee from $13 to $15 per credit. The differential fee for those who already have a B.A. sunsets December 31, 1995. The Community Colleges Board of Governors and the individual colleges oppose the differential. Their opposition may prevent the legislature from passing a bill to continue this differential.

Colorado

Current Policy: State statutes provide that the Commission on Higher Education (CCHE), the state coordinating board, shall establish tuition and fee policies based on institutional role and mission. The Community College and Occupational Education Board has the legal authority to set tuition and fee rates consistent with such policies. CCHE policy states that: (1) the average tuition rate per full-time resident undergraduate student within a system shall be at least 25 percent of the cost of the academic program, but not more than 30 percent of the cost; and (2) the maximum annual percentage increase at all campuses shall be the rate of increase in the Denver-Boulder CPI unless the total funding increase for each board was less than needed to cover mandated costs and enrollment increases, as defined by CCHE; (3) the semester or academic term tuition charges to a part-time resident undergraduate student, as defined by the institution, may not exceed the tuition charges to a full-time resident undergraduate student; (4) the percentage increase in tuition for full-time nonresident students, who pay less than 100 percent of the cost of the academic program, shall be at least equal to the percentage increase for full-time resident undergraduate students. State general fund appropriations also are taken into consideration when setting tuition levels. Costs for the academic program include: the state general fund appropriations, cash funds (i.e., tuition revenues), governing board costs, less indirect cost recoveries. For several years, legislatively imposed tuition increase caps have abrogated the tuition formula, limiting increases to a lower percentage.

Background and Discussion: Between 1989-90 and 1993-94, Colorado's community colleges shifted gradually to strict per credit hour tuition with no cap. They are in the beginning stages of considering the concept of differential tuition for certain courses. Nothing will be done about this for 1995-96. If a differential tuition is started, it will probably be linked with financial aid.

Display 2.1.4 (continued)

Tuition-Setting Policies for Resident Students in the WICHE States,

Public Two-Year Institutions, 1994-95

Hawaii

Current Policy: In spring 1995 the legislature passed Act 161, effective July 1, 1995, which effects significant changes in Hawaii's policies. The act provides that beginning FY1997-98, the university's budget will be based on the FY1994-95 budget plus all costs associated with collective bargaining agreements, new programs or program expansions mandated by the legislature, mandated tuition waivers, costs for increases in enrollment, and adjustments for inflation. It specifies a 30 cents per clock hour charge for any apprenticeship training programs at the community colleges. Reversing Hawaii's previous policy, the law authorizes the university to keep tuition and fee revenues instead of depositing them in the general fund. These revenues are not to be counted as an offset against the general fund request or budget. However, if the university receives less revenue than estimated, it must cut spending. The law also provides that a number of waivers previously mandated by the legislature are now discretionary. The detailed procedures for implementing this far-reaching policy change will be completed as soon as possible.

The Board of Regents of the University of Hawaii System has legal responsibility as prescribed by state statute to set tuition for all sectors. The following are taken into consideration when determining tuition schedules: accessibility and mix of students; financial aid availability and use; cost of education and the sharing of costs between students and the general public; differential tuition rates reflecting different missions of the major universities, costs of instruction by student level, and residents versus nonresidents; and relative standing to tuition charges at regional and national peer institutions. The board also takes into account the cost of living in Hawaii, and increases in mandatory and other student fees. In the past, tuition revenues were deposited in the general fund and were not linked in any way to the legislatively determined public higher education budget.

Background and Discussion: Several proposals were made in 1995 for changes in Hawaii's tuition policy in response to an expected $350 million state budget shortfall and university budget cuts totaling approximately $36 million in the next several years. In the past, tuition revenues were deposited in the general fund and were not linked in any way to the legislatively determined public higher education budget. Act 161 reverses this policy; it has ramifications throughout Hawaii's higher education system.

Idaho

Current Policy: Matriculation fees for the two public community colleges are set by their local junior college districts. Two-year colleges have a statutory limit on raising tuition. Before 1994-95, tuition could only be increased $25 per year; beginning 1994-95, the maximum increase allowed is $25 per semester, or $50 per year.

Background and Discussion: The community colleges did not increase tuition for 1995-96, but did change one tuition policy. Whereas tuition previously was capped for full-time students, starting 1994-95 and 1995-96, students taking over 18 credit hours per semester will pay $50 per credit above 18 hours. In addition, the legislature is considering creating a statewide community college system.

Display 2.1.4 (continued)

Tuition-Setting Policies for Resident Students in the WICHE States, Public Two-Year Institutions, 1994-95

Montana

Current Policy: Community colleges have shared governance. Tuition recommendations are made by local boards and approved by the Montana Board of Regents. Instructional costs at peer institutions and state appropriations are taken into consideration in the tuition-setting process. The percentage of instructional costs covered by tuition varies by residency status: in-district residents currently pay 22 percent of cost and out-of-district residents pay from 30 percent to 45 percent of cost depending on the community college.

Background and Discussion: A legislative initiative was proposed to bring the community colleges into the state higher education system; however, this did not pass in 1995.

Nevada

Current Policy: The Nevada Board of Regents has the authority to set tuition rates. The policy of the Board of Regents regarding tuition and fees specifies that the board will use the following information to guide its deliberations: charges at peer institutions, economic variables (CPI, HEPI), level of state funding, needs, and other factors as needed. The board is committed to access and shall establish tuition and fees to encourage access.

Background and Discussion: The board has proposed changing the resident registration fee, increasing it $3 per credit hour starting fall 1995, and by another $3 in 1996-97. This registration fee change would apply to community college students as well as all other resident higher education students.

New Mexico

Current Policy: Individual institutional governing boards have legal authority to set tuition rates as they deem appropriate. The most heavily weighted factors in setting tuition charges are: institutional budget requirements (most frequently faculty compensation), the effect of tuition on access (significant emphasis), and the amount of the state appropriation. The CPI, HEPI, state personal or disposable income, and student charges at peer institutions are taken into consideration when setting tuition rates. The percentage of tuition increases at two-year institutions has been substantially below percentage increases at four-year institutions. Most institutions have a written policy or practice in place which limits tuition increases to 5 percent per year or less. The primary sources of consistency are the legislature and the Commission on Higher Education, both of which exercise statewide influence, but have no statutory authority in the tuition-setting process.

North Dakota

Current Policy: The state governing board of the North Dakota University System has the authority to set tuition rates. The CPI, state personal or disposable income, cost of education, student charges at peer institutions, marketplace in the region, and state general fund appropriations are taken into consideration when setting tuition rates. The board sets tuition rates on an annual basis in the spring of each year within the biennial budget cycle. Tuition increases that exceed the tuition income approved by the legislature

Display 2.1.4 (continued)

Tuition-Setting Policies for Resident Students in the WICHE States,

Public Two-Year Institutions, 1994-95

during the biennial appropriation process cannot be expended without authorization from the legislature. Therefore, the biennial appropriation process limits the board's ability to raise tuition once the biennial budget has been approved by the legislature.

Oregon

Current Policy: Community colleges are governed by local boards elected in each community college district, operating within guidelines set by the State Board of Education. These local boards have complete authority to set tuition rates and policies.

Background and Discussion: Resident tuition at community colleges has increased from 19 percent of the cost of instruction (COI) in 1990-91 to 27 percent in 1993-94. Some of the community colleges have been moving toward a full range of per credit hour tuition rates. After significant tuition increases in the last decade, concerns arose because undergraduate resident enrollments were curtailed and average student debt loads mounted. Therefore, resident student access has become a priority. In the 1995 session, the governor and legislature are hoping to keep tuition increases as low as possible, at 4 percent per year in the next biennium, by supplying more state funds.

South Dakota

There are no public, two-year institutions in South Dakota.

Utah

Current Policy: The Utah State Board of Regents has statutory authority to set tuition rates. Under a new board policy effective fall 1994, tuition at all state institutions is based at a percentage of the resident undergraduate tuition at the University of Utah, the flagship institution. Systemwide needs, as well as the CPI, were considered in setting the university's tuition. Salt Lake Community College and Utah Valley State College are to be set at 55 percent of tuition at the University of Utah, and 48 percent at the three smaller community colleges. These targets are to be achieved in three years.

Washington

Current Policy: In 1995, the legislature repealed the prior tuition-setting method whereby the percentage of educational costs to be recovered through tuition was specified by statute. In the 1995-96 and 1996-97 academic years, tuition for students attending public colleges and universities will increase each year by 4 percent of its dollar amount at each institution. During that period, a task force will study the impact of changes (there were many conflicting policies). The task force is composed of the state budget director, six members of each house of the legislature, representatives of the higher education institutions, citizen representatives, and a member of the higher education coordinating board. The task force will make recommendations about a new comprehensive, long-term policy, which the legislature intends to adopt in 1997. The revenue from tuition will not be subtracted from the state monies appropriated to colleges and universities.

Display 2.1.4 (continued)

Tuition-Setting Policies for Resident Students in the WICHE States,

Public Two-Year Institutions, 1994-95

Background and Discussion: A key consideration resulting in tuition-setting changes was the expenditure lid passed by initiative in the 1993 election. Expenditures can only increase at a straight percentage of population growth in conjunction with inflation. In recent years, increases in revenues resulting from tuition increases were more than offset by reductions in legislative appropriations to higher education. Under the former policy, the Washington Higher Education Coordinating Board provided the central calculations of direct and indirect instructional costs and tuition, which were formally adopted by the institutional governing boards. Tuition reflected a moderately low-tuition philosophy. As of 1993, resident tuition rates for public community colleges were set at 28.8 percent of educational cost.

Wyoming

Current Policy: The Wyoming Constitution supports a "low-tuition" philosophy. The Wyoming Community College Commission has legal authority to set tuition for two-year schools. The commission's consensus is to leave tuition quite low despite the national debate. State personal or disposable income, tuition charges at peer institutions, and state general fund appropriations are taken into account when setting tuition.

Background and Discussion: The commission has adopted a long-term tuition plan. They will continue to raise tuition 8.5 percent per annum until it reaches 90 percent of their peers in contiguous states. This rate of increase has been set for five years; at which time it will be re-examined. It is estimated it will take 10 years to reach the specified 90 percent level. In 1993-94 tuition was raised 12 percent to make up for declines in state appropriations. Tuition did not increase in 1994-95.

Display 2.1.5
Tuition Revenue Control at Four-Year Public Institutions, 1994-95

State	Expenditure controlled at the campus or institution level	Expenditure controlled by a multi-institution governing or coordinating board	Expenditure controlled by a state tuition account	Deposited in state general funds, expenditure controlled by the state
Alaska	✓			
Arizona		✓		
California[1]	—	—		—
Colorado[2]		✓	✓	
Hawaii		✓		
Idaho[3]	✓			
Montana	✓			
Nevada	✓			
New Mexico	✓			
North Dakota			✓	
Oregon[4]	✓	✓		
South Dakota		✓		
Utah			✓	
Washington	✓			
Wyoming			✓	

[1]Tuition revenue control differs for each of California's three systems.
[2]All four year institutions deposit tuition revenues with the state treasurer except for the University of Colorado System, which deposits its tuition revenue with the treasurer of its governing board.
[3]Institutional revenues are held in separate and autonomous state accounts in Idaho.
[4]Two Oregon institutions retain nonresident tuition revenues.

Display 2.1.6

Tuition Budgeting Policies in WICHE States, Public Four-Year Institutions, 1994-95

Alaska

Current Policy: The University of Alaska is required by statute to have all funds (regardless of their source) appropriated by the Alaska State Legislature. The Board of Regents recommends a budget to the state legislature. The legislature then appropriates these monies. Board of Regents policy states that tuition revenue is allocated to the campus where it is earned. No changes are currently under consideration.

Arizona

Current Policy: Most tuition is deposited into the state treasury; institutions are authorized to expend tuition through the Arizona Board of Regents. The legislature, in setting the state operating budget expenditure authority and appropriating state general funds, estimates tuition revenues which may be available for the state operating budgets of the universities after retention at the university for local purposes including debt service. The institution periodically remits tuition collections to the state and then draws tuition, along with state general funds, for expenditure monthly up to the total amount authorized. If institutions collect more tuition revenue than estimated, they can request a change in their authorization from the Board of Regents to spend the overage, which may or may not be offset. If there is a shortfall in tuition revenue, the institution cuts spending. No changes are currently under consideration.

California

Current Policy: Student fee revenue from the two public university systems is treated as general fund revenue and is offset against the systems' budget appropriation. Estimates of tuition revenue are checked against actual revenues and adjustments made at the campus and system level. Excess tuition revenues are kept by the campuses; some are offset. For the University of California system, only nonresident excess revenues are offset. Any deficiency in tuition revenue must be negotiated with the governor and legislature, but adjustments are very unlikely. In practice the difference between estimates and actual revenue is trivial. No changes are currently under consideration.

Colorado

Current Policy: Each of Colorado's systems may choose its own governing board or the state to control and retain revenues; all four-year institutions deposit tuition revenues with the state treasurer except the University of Colorado system, which deposits its tuition revenue with the treasurer of its governing board. Estimates of revenue are usually calculated by the Colorado Commission on Higher Education, are considered in developing appropriation requests, and are made part of the legislative budget bill. Institutional governing boards may roll forward excess tuition revenue. If there is a tuition revenue shortfall, the system can only make up the difference out of reserves or by cutting spending. No changes are currently under consideration.

Display 2.1.6 (continued)

Tuition Budgeting Policies in WICHE States,

Public Four-Year Institutions, 1994-95

Hawaii

Current Policy: Act 161, effective July 1, 1995 provides that beginning FY1997-98 the university is authorized to keep tuition and fee revenues instead of depositing them in the general fund, as was the previous policy. As of 1995-96 the legislature also authorized the university system to roll over 5 percent of its revenues to the coming year; if there is a revenue shortfall, the university must cut spending. The tuition budgeting system is in the process of being changed.

Background and Discussion: Historically, all University of Hawaii tuition revenues for regular day programs were deposited in the state general fund; there was no relationship between those revenues and the university's general fund appropriations. Also, institutions were not given the opportunity to roll over revenue to the next year.

Idaho

Current Policy: Matriculation fees are appropriated by the legislature for general education programs in a lump sum to the Idaho Board of Education. Funds for special education programs such as agricultural research are appropriated in separate bills. Revenues from the matriculation fee are used to support physical plant, student services, and institutional support services. Matriculation fee revenues are deposited in special accounts with the state treasurer. Revenues are expended through the state auditor at the request of the institutions. If an institution has a fee revenue overage, the board may seek additional spending authority or permission to roll over the excess from the governor's Division of Financial Management. If an overage is rolled over, it is not offset. In case of a fee revenue shortfall, the institution uses reserves or cuts spending.

Background and Discussion: Beginning in 1994-95, for the first time the Board of Education included estimates of revenue from student fee increases in the budget requests for four-year institutions. There is the possibility this will result in the legislature cutting appropriations by this amount.

Montana

Current Policy: Revenues from tuition are retained at the campus or institutional level. Tuition is estimated by the legislature and general fund dollars are appropriated to fill the gap between tuition and total spending authority. If extra tuition is collected, it can be spent through a Montana Board of Regents budget amendment. Any shortfall results in reduced spending. Institutions are not allowed to keep reserves or to roll over revenues from one year to the next.

Background and Discussion: A recent opinion by the Code Commissioner of the State of Montana questioned whether the legislature has constitutional authority to appropriate university tuition. Historically, the legislature has directly appropriated all anticipated tuition revenues. The Montana University System has proposed a new funding methodology to the 1995 legislature that includes as an integral part of the mechanism that the legislature would no longer appropriate tuition. The issues of tuition appropriation authority are currently being discussed by a subcommittee comprised of two members of the Legislative Finance Committee and two members of the Board of Regents.

Display 2.1.6 (continued)

Tuition Budgeting Policies in WICHE States,

Public Four-Year Institutions, 1994-95

Nevada

Current Policy: Revenues from tuition and fees for all institutions are retained at the institutional level, but are offset against state general fund appropriations. The Nevada Board of Regents approves annual operating budgets under the Authorized Expenditure Act for higher education institutions to spend their fee revenues. Actual revenues from tuition and fees are measured against budgeted estimates after the final spring enrollment. If there is a tuition revenue overage, the institution and the board can go through the Interim Legislative Committee to get permission to spend it. Similarly, if there is a tuition revenue shortage causing a real hardship, the Interim Legislative Committee can authorize a funding increase; however, this remedy has never been used. No changes are currently under consideration.

New Mexico

Current Policy: The New Mexico Commission on Higher Education recommends a tuition revenue credit as part of formula-funding recommendations. The legislature assumes a level of tuition revenue in determining state appropriations. The commission monitors actual revenue, but no adjustment is made to funding. Funding is based on credit for tuition calculated on actual prior year enrollment. Actual revenues from tuition are retained at the campus or institutional level as unrestricted revenue in general operating accounts. Institutions must request approval from the legislature to spend or roll over extra tuition revenue, but approval is fairly routine. Overages are not counted against their next budget request. If there is a tuition revenue shortfall, the institution must spend from reserves or cut spending. No changes are currently under consideration.

North Dakota

Current Policy: The institutions receive biennial appropriations of state general fund support and tuition revenues. Revenue from tuition is held in separate state tuition accounts from which all funds must be appropriated prior to expenditure for higher education purposes. If actual tuition collections exceed estimates, the governing board of the University of North Dakota University System may permit a campus to spend up to 3 percent of the estimated line item in the appropriation. The State Emergency Commission can authorize expenditure of additional income over 3 percent. If permission to expend an overage is not given by the Emergency Commission, then the overage is pledged to the next biennium. When tuition collections fall short of estimates, no added general fund appropriations are made to offset the shortfall. However, if general fund appropriations are cut because of general fund revenue declines, tuition increases have been enacted to partially offset the general fund reduction. No changes are currently under consideration.

Oregon

Current Policy: Revenues from tuition are retained at the state level under the control of a multi-institution governing or coordinating board. This forms a system pool allocated to campuses to expend for instructional activities. Institutional funding within the system pool is based on a formula tied to total enrollment and the existence of designated academic programs. Each institution has the option to take

Display 2.1.6 (continued)

Tuition Budgeting Policies in WICHE States,

Public Four-Year Institutions, 1994-95

responsibility for income generated by nonresident undergraduate students. The institution is then cut off from the system funding pool for nonresident students. Due to the uncertainty of nonresident tuition income, only two of the seven institutions in the system have chosen this option.

An institution's enrollment can fluctuate within a range of enrollment numbers without losing or gaining funding. Additional revenues collected or lost by an institution within its range of enrollment numbers is accrued to the system. If an institution loses or gains more students than is allowed by this enrollment range, it will have its budget adjusted accordingly. Overages and losses within the formula are adjusted within the system. If the whole system over-realizes income, all institutions will participate in spending this according to their spending formulas. If the whole system loses revenues, all the campuses cut spending. The system has authority to roll over revenue overages to the next budget cycle or to deposit them in a reserve account. Overages are not necessarily offset against the next budget request. No changes are currently under consideration.

South Dakota

Current Policy: Beginning in FY1995, tuition revenues are controlled and retained by the South Dakota Board of Regents, the statewide governing board; fees are retained at the campus. Estimates of this revenue are used by the state budget office and/or the board in developing budget requests and recommendations. If tuition revenue exceeds or falls short of the original estimate, the board distributes the effects among the campuses. Tuition revenue overages may be spent or rolled over.

Background and Discussion: Prior to FY1995, tuition revenues for four-year institutions were deposited in the general fund and appropriation was only inferred. As of FY1995, tuition revenues are controlled and retained by the South Dakota Board of Regents.

Utah

Current Policy: Revenues from tuition are held in separate state tuition accounts from which all funds must be appropriated prior to expenditure for higher education purposes. Estimates of anticipated tuition funds are appropriated during the legislative session. Increases or decreases to that estimate are approved by the executive branch. No final reconciliation is made with the initial legislative appropriation. Actual tuition revenues collected are retained by the institution. Excess tuition can be spent without further authorization and/or rolled over to the next budget cycle. Excess tuition is not offset against the next year's budget request if it is a one time event. However, if it results from enrollment increases or some other event that is likely to continue, the next budget request will probably reflect the increased base. If an institution has a shortfall in tuition revenue, it cuts spending. No changes are currently under consideration.

Washington

Current Policy: Tuition revenue is controlled and retained by individual institutions. The institutions do not have to get authority to spend tuition either from the legislature or from the Higher Education Coordinating Board. If less tuition is collected than is expected, the general fund will not supplement it. If tuition revenue is collected in excess of estimates, the general fund appropriation is not reduced. In 1995,

Display 2.1.6 (continued)

Tuition Budgeting Policies in WICHE States,

Public Four-Year Institutions, 1994-95

legislation was enacted eliminating the requirement that institutions would have to spend tuition revenue in proportion to general fund monies. This will permit institutions to carry forward tuition and other nonappropriated money at the end of a fiscal biennium.

Background and Discussion: Prior to 1993, the legislature created separately appropriated tuition accounts in the state treasury for each institution. As of 1993, institutions were given complete control of their own tuition revenues. Institutions no longer needed authorization from the legislature to expend their tuition revenues; theoretically, they could spend or roll over excess tuition revenue. However, institutions were required to spend tuition revenue in a manner that conserved general fund dollars. In practice, they could not roll over excess tuition revenue, as they might have had to return some general fund monies if they did not spend 100 percent of their tuition revenue.

Wyoming

Current Policy: Revenues from tuition are held in separate state tuition accounts from which all funds must be appropriated prior to expenditure for higher education purposes. Revenues are checked by the University of Wyoming Vice President for Finance to see if projections are being realized. Updates are presented to the governing board on a quarterly basis. Tuition revenue projections are presented to the state on a biennial basis as part of the budgeting process. If at year-end the University of Wyoming has not spent the full budget amount authorized, they must return to the state a percent of the overage equal to the percent of the budget from state general fund appropriations. Namely, if 60 percent of the total budget was funded by state appropriations, 60 percent of the overage must be returned to the state. The remaining funds can be placed into reserves and rolled over to the next budget cycle. If they do not collect the full amount of projected tuition revenue, they must use reserves to make up the difference. No changes are currently under consideration.

Display 2.1.7

Tuition Budgeting Policies in WICHE States,

Public Two-Year Institutions, 1994-95

Alaska

Current Policy: The two-year institutions are statutorily required to have all funds (regardless of their source) appropriated by the Alaska State Legislature. The University of Alaska Board of Regents recommends a budget to the state legislature. The legislature then appropriates these monies. Board of Regents policy states that tuition revenue is allocated to the campus where it is earned. When tuition revenue is collected, it is deposited into an account on campus. A campus can move funds from one account to another, so long as the final budget and expenditures are equal. If tuition revenues exceed estimates, a campus can ask the Interim Legislative Committee for an increase in their nongeneral fund spending authority. However, excess tuition revenues cannot be rolled over. If there is a shortfall in tuition revenues, the institution cuts spending. No changes are currently under consideration.

Arizona

Current Policy: The Community College District Boards are charged with the responsibility of authorizing the expenditure of tuition and fee revenues. The individual community college campuses retain their tuition revenues, except in the Maricopa District, where they are retained by the district office. The community colleges can spend tuition revenue overages or roll them over; shortages are dealt with by using reserves or cutting spending. State funds for the community colleges are kept in a state account, and are dispersed quarterly. No changes are currently under consideration.

California

Current Policy: Student fee revenue for community colleges is treated as local revenue. Total apportionments of state funds are reduced by the amount of local revenue produced, including student fee revenue. The state general fund appropriation is apportioned by the California Community Colleges systemwide office. Each local district keeps its own actual tuition revenue. Budgets are recalculated regularly, and actual tuition revenues are offset or supplemented with state funds. Thus, community colleges cannot spend or roll over tuition revenue overages. If a campus has a tuition revenue shortfall, the system apportions more state funds to it. However, if a systemwide shortfall occurs, campuses have their budgets cut proportionally. A systemwide property tax deficit will be negotiated with the governor and the legislature; if this is not successful, a systemwide deficit will be applied.

Background and Discussion: There have been many discussions about giving authority to local community college districts to retain and control the revenue they generate from enrollment fees and local taxes. However, this is not likely to receive serious consideration because of concerns about economic inequities among community college districts.

Display 2.1.7 (continued)

Tuition Budgeting Policies in WICHE States,

Public Two-Year Institutions, 1994-95

Colorado

Current Policy: Colorado's state community colleges deposit tuition revenues in a combined state account which includes a tuition component as well as general fund appropriations. Estimates of revenue are usually calculated by the Colorado Commission on Higher Education, are considered in developing appropriation requests, and are made part of the legislative budget bill. Institutional governing boards may roll forward excess tuition revenue. If there is a tuition revenue shortfall, the system can only make up the difference out of reserves or by cutting spending. No changes are currently under consideration.

Hawaii

Current Policy: Act 161, effective July 1, 1995 provides that beginning FY1997-98 the university is authorized to keep tuition and fee revenues instead of depositing them in the general fund, as was the previous policy. As of 1995-96 the legislature also authorized the university system to roll over 5 percent of its revenues to the coming year; if there is a revenue shortfall, the university must cut spending. The tuition budgeting system is in the process of being changed.

Background and Discussion: Historically, all University of Hawaii Community College tuition revenues for regular day programs were deposited in the state general fund; there was no relationship between these revenues and the university's general fund appropriations. The community colleges did retain revenues from tuitions charged in self-support continuing education and summer session programs, as well as from mandatory student fees.

Idaho

Current Policy: The two community colleges design an estimated budget, which includes an estimate of tuition, mandatory fees, laboratory fees, and library fees. Each institution's local Board of Trustees approves their budget request. The community colleges follow guidelines from the governor's office and the Idaho State Board of Education. The budget requests go to the board, but this is only for their general fund request, which is about 42 percent of the total budget (not including vocational education). The board submits the budget requests for the community colleges to the legislature.

The legislature appropriates for both community colleges in one appropriation. General funds are given to them twice a year, and are kept locally. Tuition and fee revenues are kept locally. All funds are at the institutions' discretion, and no permission/approval is needed to expend tuition revenues. If there is a tuition revenue overage, institutions may get permission from their individual boards to either spend or roll over. If there is a tuition revenue shortfall, an institution either spends from reserves or cuts spending. No changes are currently under consideration.

Display 2.1.7 (continued)

Tuition Budgeting Policies in WICHE States,

Public Two-Year Institutions, 1994-95

Montana

Current Policy: Revenues from tuition are retained at the campus or institutional level. The state appropriates a flat dollar amount per student based on the average enrollment for the past two years, amounting to approximately 49 percent of the total two-year college budget. The remainder is funded through local property taxes and tuition. No changes are currently under consideration.

Nevada

Current Policy: Revenues from tuition and fees for all institutions are retained at the institutional level, but are offset against state general fund appropriations. The University and Community College Systems of Nevada Board of Regents approves annual operating budgets under the Authorized Expenditure Act for Higher Education Institutions to spend their fee revenues. Actual revenues from tuition and fees are measured against budgeted estimates after the final spring enrollment. If there is a tuition revenue overage, the institution and the board can go through the Interim Legislative Committee to get permission to spend it. Similarly, if there is a tuition revenue shortage causing a real hardship, the Interim Legislative Committee can authorize a funding increase; however, this remedy has never been used. No changes are currently under consideration.

New Mexico

Current Policy: The New Mexico Commission on Higher Education recommends a tuition revenue credit as part of formula-funding recommendations. The legislature assumes a level of tuition revenue in determining state appropriations. The commission monitors actual revenue, but no adjustment is made to funding. Funding is based on credit for tuition calculated on actual prior year enrollment. Actual revenues from tuition are retained at the campus or institutional level as unrestricted revenue in general operating accounts. Institutions must request approval from the legislature to spend or roll over extra tuition revenue, but approval is fairly routine. Overages are not counted against their next budget request. If there is a tuition revenue shortfall, the institution must spend from reserves or cut spending. No changes are currently under consideration.

North Dakota

Current Policy: The institutions receive biennial appropriations of state general fund support and tuition revenues. Revenue from tuition is held in separate state tuition accounts from which all funds must be appropriated prior to expenditure for higher education purposes. If actual tuition collections exceed estimates, the North Dakota Board of Regents may permit a campus to spend up to 3 percent of the estimated line item in the appropriation. The State Emergency Commission can authorize expenditure of additional income over 3 percent. If permission to expend an overage is not given by the Emergency Commission, then the overage is pledged to the next biennium. When tuition collections fall short of estimates, no added general fund appropriations are made to offset the shortfall. However, if general fund appropriations are cut because of general fund revenue declines, tuition increases have been enacted to partially offset the general fund reduction. No changes are currently under consideration.

Display 2.1.7 (continued)

Tuition Budgeting Policies in WICHE States,

Public Two-Year Institutions, 1994-95

Oregon

Current Policy: Two-year tuition is considered a local revenue source and is not part of the state appropriation decision. Two-year institutions are guided by local budget laws. The Oregon Board of Higher Education develops a request for funding for the community colleges. The legislature appropriates funds to a community college support fund within the general fund. These funds are allocated to community colleges based on decisions by the Board of Education, decisions which are basically formula-driven. Generally this appropriation is known before the local district adopts its budget. If there is an overage in tuition revenues, the district can spend it or can roll it over within a certain limit. This is not counted against the next budget request. If there is a tuition revenue shortfall, the district spends from reserves or cuts spending. No changes are currently under consideration.

South Dakota

There are no public, two-year institutions in South Dakota.

Utah

Current Policy: Revenues from tuition are held in separate state tuition accounts from which all funds must be appropriated prior to expenditure for higher education purposes. Estimates of anticipated tuition funds are appropriated during the legislative session. Increases or decreases to that estimate are approved by the executive branch. No final reconciliation is made with the initial legislative appropriation. Actual tuition revenues collected are retained by the institution. Excess tuition can be spent without further authorization and/or rolled over to the next budget cycle. For example, excess tuition is not offset against the next year's budget request if it is a one time event. However, if it results from enrollment increases or some other event that is likely to continue, the next budget request will probably reflect the increased base. If an institution has a shortfall in tuition revenue, it cuts spending. No changes are currently under consideration.

Washington

Current Policy: Tuition revenue is controlled and retained by individual institutions. The institutions do not have to get authority to spend tuition either from the legislature or from the Coordinating Board. If less tuition than is expected is collected, the general fund will not supplement it. If they collect revenue in excess of estimates, their general fund appropriation is not reduced. In 1995, legislation was enacted eliminating the requirement that institutions would have to spend tuition revenue in proportion to general fund monies. This will permit institutions to carry forward tuition and other nonappropriated money at the end of a fiscal biennium.

Background and Discussion: The community college budget allocation process is being altered to recognize different tuition collection levels at each campus, based on full-time and part-time student mix and program mix. The Washington Higher Education Coordinating Board has identified what types of students they don't expect the colleges to collect tuition from, and what types of students they will charge

Display 2.1.7 (continued)

Tuition Budgeting Policies in WICHE States,

Public Two-Year Institutions, 1994-95

reduced tuition, etc. The community colleges operate on two money sources: state appropriations and tuition revenues. Formerly, the state collected the tuition and returned a single appropriation. Now, in order to distribute funds equitably, they have developed a system that recognizes the local share of state expectation for tuition collection. The new budgeting system becomes effective fall 1995.

As of 1993, institutions were given complete control of their own tuition revenues; theoretically, they could spend or roll over excess tuition revenue. However, institutions were required to spend tuition revenue in a manner that conserved general fund dollars. In practice, they could not roll over excess tuition revenue, as they might have had to return some general fund monies if they did not spend 100 percent of their tuition revenue.

Wyoming

Current Policy: Tuition revenues are pooled with other institutional revenue, local revenue, and state appropriations by the Wyoming Community College Commission and distributed through a funding formula to the institutions. Tuition revenues are kept at the campus or institutional level, but are treated as though they are distributed by the commission. State appropriations are dependent on how much institutional (tuition) revenue and local revenue is expected. The state appropriation is used to equalize funding across community college districts. At the beginning of the biennium, the commission approves a budget authority for each college. If an institution collects more institutional revenue than projected, the commission may adjust the budgeting authority accordingly, giving the institution approval to expend those funds. If an institution collects more in any category, the commission must adjust the budget accordingly and give the institution approval to expend those funds. If local revenue is greater than projected, it is collected and redistributed to other colleges. Excess tuition monies are kept by individual campuses after the approval of the commission. Actual revenues from tuition are checked against estimates as part of the funding audit. No changes are currently under consideration.

Nonresident Student Policy

Highlights

- No WICHE states are considering capping nonresident enrollment; however, indirect measures—such as increasing nonresident admissions standards and/or tuition—have been used as substitutes in at least 10 states (Arizona, California, Colorado, Hawaii, Nevada, North Dakota, Oregon, South Dakota, Utah, Washington)

- Nonresident enrollment is limited in four WICHE states (Arizona, Colorado, Hawaii, Washington) to a specific percentage of resident FTE.

- Within the region, six states (Arizona, California, Montana, Oregon, South Dakota, Washington) index nonresident tuition to cost of instruction; all except Washington peg it at 100 percent (Display 2.2.1).

- Five WICHE states (Alaska, Hawaii, Nevada, North Dakota, Utah) charge multiples of undergraduate resident tuition—ranging from 1.5 to 3.5 times—for nonresident students (Display 2.2.1).

- Three WICHE states (Alaska, Montana, Wyoming) grant residency status to students after 12 months' residency as a non-student or part-time student. The remaining WICHE states grant resident status only after 12 months non-student residency with proof of financial independence and intent to make the state the student's legal domicile (Display 2.2.3).

- Nearly all western states authorize or participate in reciprocity agreements independent of the regional arrangements provided through WICHE. These agreements particularly involve adjacent states or localities along state boundaries; several states authorize resident tuition for members of specific tribal groups from reservations that overlap state boundaries.

Display 2.2.1
Nonresident Undergraduate Tuition Policies for Public Four-Year Institutions, WICHE States, 1994-95

State	Indexed to cost of instruction	Multiple of Resident Undergraduate Rate	Other	No uniform policy or practice
Alaska		3 times		
Arizona	100%			
California	100%			
Colorado[1]			✓	
Hawaii		2 times		
Idaho[2]			✓	
Montana	100%			
Nevada		1.5 times		
New Mexico[3]				✓
North Dakota		2.67 times		
Oregon[4]	100%			
South Dakota	100%			
Utah		3.5 times		
Washington	123%			
Wyoming				✓

[1]The percentage increase in tuition for full-time nonresident students who pay less than 100 percent of the cost of the academic program shall be at least equal to the percentage increase for full-time resident undergraduate students.
[2]In 1993 the Board enacted a policy giving institutions 2 years in which to raise nonresident undergraduate tuition to the WICHE regional average.
[3] Although there is no statewide policy or practice, institutions keep nonresident tuition at a percentage of the cost of instruction or a multiple factor of the resident tuition rate. Statewide, it is set in the 90 percentile range of cost of instruction.
[4]Average nonresident tuition approximates 137 percent of COI.

Display 2.2.2

Tuition-Setting Policies for Nonresident Students in the WICHE States, Public Four- and Two-Year Institutions, 1994-95

Alaska

Current Policy: The Alaska Board of Regents policy sets the undergraduate nonresident rate at approximately three times the resident undergraduate rate per credit hour, and graduate nonresidents pay four times the resident undergraduate rate per credit hour.

Arizona

Current Policy: Arizona technically charges no tuition for resident students; they pay a per credit hour "registration" fee. Nonresident students pay a multiple of this; the additional amount is termed tuition. Nonresident tuition is set at approximately 100 percent of the cost of instruction.

Background and Discussion: A study committee comprised of university and community college people met in early 1995 to review several tuition proposals. The study committee discovered a "swirling" phenomena: nonresident students living off-campus who enrolled at any state university or community college for less than seven credit hours were charged in-state tuition. Nonresident students would take 6 hours at a community college plus six hours at a university, and also go back and forth, attending one or the other. Now all nonresidents, according to university residency policy, pay nonresident tuition regardless of how few credit hours they take. However, these people may still pay in-state fees at community colleges providing they are off-campus residents.

California

Current Policy: Each public postsecondary education governing body shall develop its own methodology for establishing the nonresident tuition level and its annual adjustment. However, it is the intent of the legislature that under no circumstances shall an institution's level of nonresident tuition plus required student fees fall below the marginal cost of instruction for that segment. The districts of the California Community Colleges may also consider inflation, charge the statewide average, or any amount between the lowest and highest charges.

In the California State University system, nonresident undergraduates currently pay the total cost of education per FTE, and the policy is that nonresident graduate students pay a 30 percent premium over this.

Colorado

Current Policy: The semester or academic term tuition charges to a part-time resident undergraduate student, as defined by the institution, shall not exceed the tuition charges to a full-time resident undergraduate student. The percentage increase in tuition for full-time nonresident students who pay less than 100 percent of the cost of the academic program shall be at least equal to the percentage increase for full-time resident undergraduate students.

Display 2.2.2 (continued)

Tuition-Setting Policies for Nonresident Students in the WICHE States, Public Four- and Two-Year Institutions, 1994-95

Background and Discussion: In 1994 the Colorado legislature had passed a law reaffirming the primary goals of serving Colorado residents. It provided that beginning fall 1994, and each fall thereafter, "not less than 55 percent of the incoming freshman class at each state-supported institution of higher education are resident (in-state) students." This provision also applies to the up to 20 percent of incoming freshmen who are admitted on criteria other than academic performance. Also, the Commission was to develop admissions policies ensuring that beginning July 1994 and for each following year that "not less than two-thirds of the total student enrollment, including undergraduate and graduate students, at each campus (except the Colorado School of Mines) are resident (in-state) students," and "that not less than 60 percent of the total student enrollment" at the Colorado School of Mines are in-state students." This proportion also applies to Western State College. However, none of the percentages apply to Native American students attending Fort Lewis College. Further, Western State College cannot refuse admission to any in-state student who qualifies in accordance with applicable CCHE admission standards.

Hawaii

Current Policy: In accordance with State Statute 304-4, nonresident tuition for both undergraduates and graduates must be not less than two times the tuition for resident students, and in no case less than two times the undergraduate tuition for resident students at the Manoa campus. In addition, Act 161, passed by the legislature in 1995 and effective July 1, 1995, allows differential laboratory course and student activity fees for nonresidents. The act requires the board to assess a nonresident fee of $65 at the University of Hawaii Manoa, and $25 at all other campuses for the 1995-97 biennium and includes language that exempts some students who are exempted from the nonresident tuition differential from paying this fee.

Idaho

Current Policy: Beginning several years ago, Idaho began raising nonresident tuition and fees, grandfathering in previously enrolled students at a lower rate. As a result, in 1994-95 there were five different rates for nonresidents. As directed by the State Board of Education, students entering in the fall of 1995 will pay approximately an 18 percent increase in tuition and fees, which achieves the WICHE regional average.

Montana

Current Policy: Currently, nonresident tuition approximates 100 percent of the cost of instruction.

Nevada

Current Policy: The Nevada Board of Regents establishes nonresident student tuition, which may exceed the limit established for resident students. Out-of-state students who establish residency during their first year will have their tuition "averaged" over their four-year program of study.

Background and Discussion: Nevada has acted to eliminate some inconsistencies in tuition charges. Through 1994-95, nonresident undergraduates taking six or less hours pay only resident registration fees. Nonresident students, both undergraduate and graduate, taking seven credits or more pay 150 percent of the in-state registration fee per hour, or $86 per hour. Starting in fall 1995, nonresident students will pay

Display 2.2.2 (continued)

Tuition-Setting Policies for Nonresident Students in the WICHE States, Public Four- and Two-Year Institutions, 1994-95

nonresident tuition for one credit hour up, with no minimum or maximum per credit hour charge. Nonresident tuition is being divorced from the registration fee multiple. Nonresident undergraduates will pay the $58 registration fee plus $42 tuition, totaling $100 per credit hour.

New Mexico

Current Policy: Nonresident students pay tuition which more closely represents the actual cost of education than do resident students. There are no explicit guidelines for setting nonresident tuition; however, nonresident rates tend to be two to three times higher than resident rates.

North Dakota

Current Policy: Nonresident undergraduate tuition is set at 2.67 times resident tuition.

Oregon

Current Policy: Nonresident students pay the full cost of education, except at Eastern Oregon State College where nonresident tuition is the same as resident tuition. In addition, Oregon has reciprocity and Good Neighbor agreements with California and Washington for specified community and four-year colleges.

Background and Discussion: Nonresident tuition has been increased both to raise revenues and to control (but not cap or cut) nonresident enrollment. Average nonresident undergraduate tuition approximates 137 percent of the COI.

South Dakota

Current Policy: Beginning in 1994-95, nonresident undergraduates pay 100 percent and nonresident graduates will be phased in to pay 150 percent of the approximate cost of instruction. The cost per student includes instructional costs (including faculty salaries and benefits) and a limited amount of operating costs. Nonresident students were already slated for a 6.7 and 10 percent tuition increase for undergraduates and graduates; now they face a 16.7 and 20 percent increase.

Utah

Current Policy: Undergraduate nonresident tuition shall be set at the greatest amount derived by one of the following methods: (1) the institutional average full cost of instruction as estimated from the Utah State Higher Education cost study; (2) 3.5 times the institutional undergraduate tuition rates; or (3) a percentage of increase equivalent to the percentage increase in undergraduate resident tuition. Tuition for nonresident graduate students will be set at not less than 110 percent of tuition for undergraduate nonresident students.

Display 2.2.2 (continued)

Tuition-Setting Policies for Nonresident Students in the WICHE States, Public Four- and Two-Year Institutions, 1994-95

Washington

Current Policy: Nonresident undergraduate students pay approximately 123 percent of cost; nonresident graduate students at the research institutions pay 74 percent, and at the regional institutions 92 percent of cost.

Background and Discussion: The Washington House of Representatives is considering a proposal allowing local institutions to impose surcharges, depending on the type of student, ranging from 10 to 25 percent. Nonresident students would be charged the highest surcharge.

Wyoming

Current Policy: The state has no explicit tuition policies or practices with respect to nonresident undergraduate students.

Display 2.2.3

Residency Policies for Public Institutions in the WICHE States, 1994-95

Alaska

Any student who has been physically present in Alaska for 12 months prior to the time of registration is considered a resident for purposes of Alaska resident tuition. Any student taking three or fewer credits, regardless of residency, is not charged the nonresident surcharge. A nonresident student can use the time s/he is enrolled as time toward meeting the residency requirements. A student has to show that s/he intends to maintain residency through such documentation as Alaska voter's registration, driver's license, etc. The individual institution has no formal flexibility regarding how a particular student satisfies the residency requirements, but realistically it depends on the registration clerk's attentiveness.

Arizona

A person shall be classified a resident student if domiciled in the state for at least one year immediately preceding the last day of registration. A person is considered a resident if his/her parents are domiciled in the state; if the student or their spouse is an employee of an employer which transferred the person to the state for employment purposes; is an American Indian who resides on a reservation whose land lies in the state; they, their spouse or a parent is a member of the armed forces stationed in the state. A nonresident student's presence in Arizona is presumed to be primarily for the purpose of education and not to establish domicile. A student who applies for classification as a resident student must clearly establish: (1) physical presence in the state, and (2) intent beginning 12 months prior to applying for residency to abandon his/her former domicile and remain in the state for an indefinite period of time.

California

A "resident" is a student who has residence and has declared intent of maintaining residency, pursuant to Article 5 ... of this chapter in the state for more than one year immediately preceding the residence determination date.

This residence classification includes the University of California, the California State University, the California Maritime Academy, or a California community college.

Each student shall provide the information and evidence of residence as deemed necessary by the governing board or district governing board, as appropriate. A nonresident shall not obtain resident status just by maintaining continuous attendance at an institution. Residency of minors is normally determined by residency of parents. A nonresident seeking reclassification must qualify as financially independent.

Nonresident graduate teaching assistants and associates employed on a .49 or more time basis shall be reclassified as residents.

Members of the armed forces on active duty in the state and their dependents are considered residents.

Display 2.2.3 (continued)

Residency Policies for Public Institutions

in the WICHE States, 1994-95

Colorado

An "in-state" student is defined as a student who has been domiciled in Colorado for 12 continuous months or more immediately preceding registration....

"Domicile" requires more than presence in the state. . . . it requires a fixed, not merely temporary "place of residence" and emancipation. Emancipation for residency involves more than legal emancipation requirements; it requires proof according to residency guidelines, with no one factor being conclusive. It is legally permissible for a student to use the time s/he is enrolled in a state institution of higher education as time toward meeting the residency requirement. Students commencing post-baccalaureate programs are persons qualified to determine their own domicile.

Military personnel permanently stationed in Colorado and their dependents are considered residents for tuition purposes.

Hawaii

The Hawaii state legislature determines statutory requirements for residency and has authorized the Board of Regents to adopt necessary rules for administering these requirements. Nonresident students are assumed to be living in Hawaii only to attend an institution of higher learning. To qualify for resident status, an adult student, or in the case of a minor student, the student's parents or guardians, must have been a bona fide resident of the state (i.e., established legal domicile) for at least twelve consecutive months preceding the first day of instruction of the term in which the student is enrolling; and the adult or minor student may not have been claimed as a dependent for tax purposes for at least the preceding 12 consecutive months by the student's parents or guardians who are not residents of the state.

Primary indications of intent to establish residency are filing a Hawaii resident income tax return and voter registration and/or voting in Hawaii. Secondary indications include but are not limited to: ownership of residential property or continuous rental of a dwelling on a lease basis in Hawaii; carrying on a business or holding an employment position in Hawaii; and presence of spouse, children, and other close relatives. Additional requirements apply to aliens. A married person's residency may be established through his or her spouse.

Certain categories of nonresidents are exempt from the nonresident tuition differential: United States military personnel and their dependents while stationed in the State on active duty; University of Hawaii employees and their dependents; Native Hawaiians; East-West Center grantees pursuing baccalaureate or advanced degrees; students from Asian and Pacific Island jurisdictions with no public institutions of higher learning; and selected students from Asian and Pacific jurisdictions studying in areas of mutual regional concern.

Display 2.2.3 (continued)

Residency Policies for Public Institutions

in the WICHE States, 1994-95

Idaho

By statute, effected through regulations adopted by the State Board of Education and Board of Regents of the University of Idaho, applicable state-wide, a resident minor student is one with a parent or guardian domiciled in Idaho for at least one year prior to the opening day of the term for which the student matriculates, or a student who has graduated from an Idaho high school and matriculates in the term immediately following graduation. Emancipation is demonstrated by showing less than 50 percent support received in the 12 preceding months from nonresident parents or guardian by a student who has established a bona fide domicile in Idaho primarily for purposes other than educational.

The spouse of an Idaho resident shall be considered a resident for the purpose of attending a college or university.

A member of the armed forces stationed in Idaho, the dependent minor child of same, or a person separated from the armed forces of at least two years of service who at separation designates Idaho as his/her intended domicile shall be considered a resident for the purpose of attending college.

Nothing in the Act shall apply to junior colleges or postsecondary vocational-technical schools.

Montana

The Board of Regents residency policy requires that a person coming from out of state serve a 12-month waiting period before qualifying for in-state tuition. For many years, the policy allowed a person to attend college while serving the 12-month period. Effective with persons seeking residency January 1, 1994, no person can serve the 12-month waiting period while enrolled in excess of half-time as a student.

Nevada

According to system policy for four-year institutions and community colleges, a student who matriculated in another state and thereafter resided in Nevada for 12 months while not attending any institution of the University of Nevada system will qualify as a bona fide resident. A student attending any institution of the University of Nevada system who matriculated in another state can be reclassified as an in-state student after residing continuously in Nevada for at least 12 months by presenting evidence of intention to become a resident, such as registering to vote in Nevada, obtaining a Nevada driver's license, registering vehicles in Nevada, filing a federal income tax return in Nevada, or other convincing evidence.

Nevada is considering tightening its residency requirements.

New Mexico

The Commission on Higher Education determines residency requirements. To become a legal resident for tuition purposes, each of the following requirements must be satisfied: (1) the student must reside in New Mexico for the 12 consecutive months immediately preceding the term for which resident classification is

Display 2.2.3 (continued)

Residency Policies for Public Institutions

in the WICHE States, 1994-95

requested; (2) only persons who are financially independent may establish residency, and no student dependent on nonresident parents or guardians may establish residency; dependency is always determined by the status of the student on their parents' or guardians' previous year federal income tax form; (3) the student must sign a written declaration of intent to relinquish residency in any other state; and (4) several overt acts are required to support the written declaration of intent, including but not limited to evidence of New Mexico employment, payment of New Mexico state income tax, a New Mexico driver's license and/or vehicle registration, long-established New Mexico bank accounts, and purchase of New Mexico residential property.

Exceptions are: a person married to a New Mexico resident, or a full-time New Mexico employee in a permanent position or one conducting a profession or business full-time does not have to complete the residency requirement, but must satisfy all other requirements. Since 1993, those Navajos and Utes who live on reservations which cross state boundaries are defined as residents for purposes of tuition.

North Dakota

A resident student for tuition purposes is a person who is: less than 18 who resides with a parent or guardian who has been a legal resident for 12 months, or whose parent or guardian resides in the state with the intent to establish residency; a person 18 years or older who has been a legal resident of North Dakota for 12 months; a person who graduated from a North Dakota high school within 64 months prior to registration; a full-time active duty member, or their spouse or dependent, of the armed forces assigned to an in-state installation; a dependent of a faculty member or instructor at a North Dakota higher education institution; the spouse of anyone who is a resident student; any person who registers within 60 months after residing in the state for at least 36 consecutive months.

Physical residence in the state only to attend an institution of higher education does not qualify for residency. However, residency by such a person can be proved by having voted in general or special elections, obtaining a North Dakota driver's license, filing state income tax, and/or obtaining a state resident game or fishing license. International students who are not refugees must have a Green Card and must meet all other residency requirements. Refugees holding INS service I-94 visas who have been granted conditional entry shall be treated as residents if they also meet other residency requirements, but time spent in North Dakota prior to being granted I-94 status shall not be counted toward the 12 months residency requirement.

Oregon

Institutions classify all students, except for summer session, as resident or nonresident. A resident for tuition purposes has to show 12+ months domicile in the state and intent to maintain residency. A student who is enrolled for more than seven hours per semester or quarter is presumed to be in Oregon primarily for educational purposes. Relevant factors in establishing residency are abandonment of out-of-state residence; history, duration, and nature of non-educational activities in Oregon; location of family; ownership of real property in Oregon; location of household goods in Oregon; filing of Oregon income tax return as Oregon resident; and state of vehicle and voter registration. In addition, sources of financial

Display 2.2.3 (continued)

Residency Policies for Public Institutions

in the WICHE States, 1994-95

support, including nonresident support and amounts, are considered. Regardless of whether or not the student is claimed for tax purposes, receipt of out-of-state support greater than the difference between resident and nonresident tuition is a strong inference of nonresidency.

Active members of the armed forces serving in Oregon, their spouses and dependent children, are residents for tuition purposes.

South Dakota

It is presumed that students are not eligible for resident status unless they have been legal residents of the state for at least 12 months prior to classification. Attendance at a state higher education institution does not ensure residency; acquiring bona fide residency involves the probability of remaining in South Dakota beyond completion of the student's education. Other factors used to establish residence include full-time employment, and the classification shall extend to spouse and children. An emancipated person of 18+ years whose parents have surrendered the right to the care, custody, and earnings of the student may qualify as a resident. Active duty members of the armed services permanently assigned on a tour of duty in this state and their legal dependents qualify as residents. International students whose visas permit them to establish domiciles may qualify for resident tuition in the same manner as U.S. citizens. The previously nonresident spouses of resident students are eligible for resident tuition at the next registration if they have established residence. It is presumed that persons in military service listing South Dakota as their home of record and immediately upon release return to South Dakota shall be classified as residents. Enrolled members of federally recognized Indians tribes with reservations wholly or partly in South Dakota are classified as residents.

Utah

The Utah residency requirements were modified in April 1993. A person who enrolls as a student within 12 months of arriving in Utah is presumed to have moved to Utah for the purpose of attending an institution of higher education and is a nonresident for tuition purposes. It is presumed a nonresident student continues to reside in Utah primarily as a student, and therefore continues to be a nonresident. The burden of rebutting these presumptions rests upon the student. A person who establishes domicile in Utah to work on a full-time permanent basis is immediately eligible, along with spouse and dependent children, to register as a resident student, provided the move to Utah is not primarily to allow one or more family members to be a resident student.

Factors to support residency claim are: 12 months prior residency primarily as non-student; abandonment of out-of-state residence; Utah residence of parents or guardian; former Utah domicile and significant continuing state connections; the history, duration, and nature of noneducational activities in Utah; reliance upon Utah resources for financial support; acceptance of an offer of permanent employment in Utah; location of household goods in Utah; financial independence from parents and/or guardian; and/or Utah state income tax return.

Display 2.2.3 (continued)

Residency Policies for Public Institutions

in the WICHE States, 1994-95

Washington

There is a one-year durational requirement. You can be a student during that time if you can overcome the presumption that you are here only to be a student. Residency is determined at each institution. The following are examples of possible methods for determining residency: a state driver's license, auto registration, buying a home, or having a full-time job.

Wyoming

To qualify for resident status, a student must have lived in Wyoming for 12 months prior to applying for residency without attending school more than four hours per semester. A nonresident enrolled full-time cannot count this period toward residency. However, a nonresident student does not have to show intent to maintain residency providing s/he meets other residency requirements. The institution has complete control and flexibility in interpreting residency status.

Dispiay 2.2.4

State Authorized Interstate Reciprocity Agreements and/or "Good Neighbor" Policies in the WICHE States, 1994-95

Alaska

Current Policy: Nonresident surcharges are waived for residents of the Northwest Territories, Yukon Territory, and sister cities and/or provinces approved by the University's president. Although no agreements are presently in effect, the surcharge would also be waived for students from states whose public universities waive the nonresident surcharge for Alaska residents.

Arizona

Current Policy: The nonresident surcharge is waived for up to six credit hours for California residents living within 75 miles of Yuma enrolled in programs and/or classes offered in Yuma by Northern Arizona University, Arizona State University, and the University of Arizona .

Any registered Navajo residing on a reservation that crosses into Arizona may attend Northern Arizona University, the University of Arizona, or Arizona State University as a resident. Arizona's community colleges waive the nonresident portion of tuition for Hopis, Navajos, and Apaches who are registered members of tribes whose reservations overlap state boundaries.

Nevada residents, in closely bordering areas, may attend Mohave Community College at a significantly reduced nonresident tuition rate. Arizona's community colleges charge significantly reduced rates for all nonresident students for the first six credit hours.

Arizona has a reciprocal agreement with New Mexico for a total number of students annually at specified community colleges.

Arizona's universities also provide total tuition waivers for students involved in the Sonora, Mexico Exchange program through the Arizona-Sonora Commission.

Background and Discussion: Arizona recently changed its "good neighbor" policy. Previously, California residents living within 75 miles of Yuma were allowed to enroll as residents for up to six credit hours in programs offered in Yuma by Northern Arizona University. In March 1995 the Arizona Board of Regents extended this policy to programs and classes offered in Yuma by the University of Arizona and the Arizona State University. The purpose for this change was to put the three Arizona universities on equal footing.

California

Current Policy: The State Education Code allows California community colleges that have an FTE of 1,500 students or less and are within 10 miles of a state border to enroll students from the adjacent state at a significantly reduced tuition rate providing the adjacent state has a reciprocity agreement with the community college district pertaining to student attendance and fees. Community college districts that have more than 1,500 FTE students but fewer than 3,100 FTE students and that meet the same requirements listed above, may enroll up to 100 students from the adjacent state at a significantly reduced rate.

Display 2.2.4 (continued)

State Authorized Interstate Reciprocity Agreements and/or "Good Neighbor" Policies in the WICHE States, 1994-95

Colorado

Current Policy: Colorado has a reciprocity agreement with New Mexico for a total number of students at specified community colleges and four-year institutions.

Background and Discussion: Pueblo Community College Southwest Center has asked that 10 full-time equivalent students be allowed to enroll under a reciprocity agreement with New Mexico. This would increase the exchange agreement with New Mexico from 300 to 310 full-time equivalent students. The Colorado Commission on Higher Education will make a decision about this change in Summer 1995.

Hawaii

Current Policy: Waivers of the nonresident differential are granted to students coming to the University of Hawaii, Manoa and the University of Hawaii, Hilo from institutions having a formal agreement of cooperation with the University of Hawaii. Hawaii also waives the nonresident tuition differential for select international students from parts of Asia and the Pacific Islands.

Idaho

Current Policy: Nonresident tuition for part- and full-time undergraduate and graduate students is waived for a specified number of students from Washington and Utah on a reciprocal basis.

Nonresident tuition is waived at the University of Idaho for undergraduates from Oregon State University majoring in mining and geological engineering. .

Montana

Montana does not participate in any "good neighbor" policies or reciprocity agreements other than those regional arrangements administered through WICHE.

Nevada

Current Policy: Undergraduates enrolled for seven credit hours or more at Nevada's universities and community colleges, who are graduates of select high schools and/or community colleges in states bordering Nevada or who reside in select counties and locations in California and Idaho near the Nevada border, pay a differential tuition of current in-state fees plus 50 percent. Undergraduates enrolled for six credits or fewer who fit into these categories pay only the resident registration fee. This policy has been changed effective fall 1995.

Any registered member of the Washoe tribe residing on the reservation that crosses the border from California into Nevada are considered residents for tuition purposes.

Display 2.2.4 (continued)

State Authorized Interstate Reciprocity Agreements and/or "Good Neighbor" Policies in the WICHE States, 1994-95

Background and Discussion: Faced with a lack of capacity to serve its resident students, Nevada is changing its "good neighbor" policy effective Fall 1995. The number of students attending Nevada's institutions through the "good neighbor" policy has increased significantly since its inception in 1988, from 253 in 1988 to 1,182 in 1994. Most "good neighbor" students are from California where resident fees have increased rapidly over the past decade. Under the Nevada "good neighbor" policy, it has become less expensive for a California resident to attend the University of Nevada at Las Vegas or Reno than an institution in the University of California system. Beginning in Fall 1995 "good neighbor" students will be expected to pay the registration fee plus a separate tuition charge of $42 per credit hour, regardless of the number of credits taken. This rate will increase annually over the next two to three years until "good neighbor" charges reach comparable levels with peer institutions in California. Also beginning in Fall 1995, "good neighbor" students at Nevada's community colleges will pay the registration fee plus $15.50 per credit hour regardless of the number of credits taken. Finally, as of Fall 1995, Utah students previously covered under Nevada's "good neighbor" policy will be covered under WICHE's Western Undergraduate Exchange at 150 percent of resident tuition. Students enrolled under the "good neighbor" policy since Fall 1993 are "grandfathered" under the provisions of this policy.

New Mexico

Current Policy: Reciprocity agreements are in effect with Arizona, Colorado, Texas, and the State of Chihuahua, Mexico, each for a total number of students annually among specified community colleges and four-year institutions.

Since 1993, Navajos and Utes who are registered on a reservation that crosses the state border into New Mexico are defined as residents for tuition purposes.

Background and Discussion: In May 1994, the New Mexico Commission on Higher Education adopted a policy governing reciprocity agreements in order to provide educational access for New Mexico students and to increase the diversity of New Mexico's student population. Enrollments are balanced by monitoring headcount or full-time equivalent students. Renewable agreements for three years were recommended. Whenever possible, reciprocity agreements are based on a nearest program rather than a nearest institution model; present agreements include both.

North Dakota

Current Policy: Minnesota residents pay 125 percent of current North Dakota in-state tuition at the undergraduate, graduate, and professional levels. There also is a contiguous state arrangement, whereby residents of South Dakota and Montana are eligible on a space available basis to attend North Dakota institutions for 150 percent of current in-state tuition.

Background and Discussion: Minnesota and North Dakota re-negotiated their reciprocity agreement for the 1995-96 academic year. Students enrolled under the current agreement pay 25 percent more than the resident rate at the institution attended. Under the new agreement, the 25 percent surcharge will be phased out over no more than two years. In 1995-96, it will be reduced to 15 percent and in 1996-97 it will be reduced to 10 percent. By no later than the 1997-98 academic year, students will pay the higher of the two

Display 2.2.4 (continued)

State Authorized Interstate Reciprocity Agreements and/or "Good Neighbor" Policies in the WICHE States, 1994-95

states resident tuition rate under the new agreement. In addition, the state receiving the lesser number of students will pay the other state a tuition reciprocity payment that is based upon marginal expenditures for each additional student beyond an even exchange.

Oregon

Current Policy: Nonresident tuition at Eastern Oregon State College is the same as resident tuition. Reciprocity agreements with Washington state and some areas of Northern California enable a limited number of full-time undergraduate and graduate students from these areas to enroll in Oregon institutions at resident tuition rates on a space available basis.

Background and Discussion: The Oregon State System of Higher Education continued to participate in a reciprocity agreement with Washington for the 1993-95 biennium. However, interest in reciprocity has decreased on the part of some of Washington's four-year institutions. Oregon's participation was reduced in 1993-95 to compensate for the Washington reductions. The agreement for 1995-97 has yet to be discussed and negotiated.

South Dakota

Current Policy: The nonresident tuition differential is waived for residents of Minnesota through a reciprocal agreement.

Background and Discussion: "Good neighbor" tuition rates for residents of Wyoming and North Dakota were phased out starting in fiscal year 1995 because: (1) they were unilateral agreements that did not provide benefits to South Dakota students; (2) incentives to increase enrollments were removed; and (3) additional tuition revenue was needed. The South Dakota Board of Regents is in the process of re-evaluating its reciprocity agreement with Minnesota. Some board members are concerned that it may be costing South Dakota more to educate Minnesota residents than it costs Minnesota to educate South Dakota students. Approximately 1,739 Minnesota residents attended South Dakota institutions in 1994-95 at resident rates.

Utah

Current Policy: Nonresident students residing near Utah's borders in Nevada and Idaho are eligible for a waiver of one-half the nonresident surcharge at the Utah institution nearest to them.

Washington

Current Policy: Through reciprocity agreements with Oregon, Idaho, and British Columbia, full or partial waivers of the nonresident tuition differential are provided for selected students. The agreements require a balance in the number of students from each side of the border and/or a balance in the total amount of tuition waived. Individual Washington institutions may choose not to participate in reciprocity.

Display 2.2.4 (continued)

State Authorized Interstate Reciprocity Agreements and/or "Good Neighbor" Policies in the WICHE States, 1994-95

Background and Discussion: In 1993, the Washington Legislature allowed higher education institutions discretion in the awarding of tuition waivers. Reciprocity is one of approximately two dozen waiver programs which can be maintained, revised, or eliminated. In addition, rather than depositing tuition in the state general fund, institutions now retain tuition revenue in local accounts. Because reciprocity students are perceived as taking up spaces that could be filled by students who are paying the full nonresident rate, two of the public four-year institutions have elected not to continue their participation in reciprocity. However, of the dozen community colleges involved in the past, 10 continue to participate.

Wyoming

Current Policy: Wyoming allows students from Nebraska to attend Wyoming community colleges at 150 percent of the resident tuition rate.

Student Fee Policy

Highlights

- Prompted by management problems and/or state governing or coordinating board, legislative, or student concerns, fee studies have been or are being done by nine WICHE states (Arizona, California, Colorado, Hawaii, Montana, North Dakota, South Dakota, Utah, Wyoming).

- The uncertainty of fee revenue, total cost, lack of accountability or control, fee structure, and actual use of fees recently have been or are now a significant issue in at least four WICHE states (Arizona, California, Colorado, Oregon).

- Mandatory fees (in general, all fees required of most students in addition to tuition as a prerequisite of attending) require review and/or approval by a state coordinating board, system board, or university president in 14 states/systems; only Washington leaves mandatory fee-setting to campus discretion (Display 2.3.1).

- Eleven WICHE states (Alaska, Arizona, California, Colorado, Hawaii, Montana, Nevada, New Mexico, Oregon, South Dakota, Wyoming) require review and/or approval of designated fees (charged some students for specific courses or services) by a state coordinating board, system board, or university president. Four state systems (Idaho, North Dakota, Utah, Washington) leave designated fee-setting to campus discretion (Display 2.3.2).

- Reports and interviews revealed that most systems have or have had at least 200, and many between 600 to 955, designated fees.

- Wyoming first eliminated most designated fees by averaging them into one consolidated fee, then absorbed this into tuition (Display 2.3.3).

Display 2.3.1
Authority to Set Mandatory Fees* for Public Four-Year Institutions in the WICHE States, 1994-95

State	Approved by Statewide Governing or Coordinating Board	Approved by System/ Institutional Governing Board	Approved by University President	At discretion of individual campuses
Alaska	✓			
Arizona	✓			
California		✓		
Colorado		✓		
Hawaii[1]			✓	
Idaho[2]	—		—	
Montana	✓			
Nevada	✓			
New Mexico[3]		✓		
North Dakota	✓			
Oregon[4]	✓			
South Dakota	✓			
Utah	✓			
Washington[5]				✓
Wyoming		✓		

***Mandatory fees** are defined as all fees that a majority of full-time students are required to pay in addition to tuition. They may include registration, health services or insurance, student activity, computer use, and/or university support fees, etc.

[1]Some fees require approval of the University of Hawaii Board of Regents, but most only require approval of the university/system president.
[2] The Idaho Board of Education approves matriculation fees; the president approves activities and facilities fees.
[3]The primary consideration in setting required fees is the cost of student activities.
[4]Oregon considers all fees required for attendance as tuition, including health service and student activities fees, among others.
[5]There is a state statute in Washington that limits increases in student activities fees to the rate of increase in tuition.

Display 2.3.2
Authority to Set Designated Fees* for
Public Four-Year Institutions in the WICHE States, 1994-95

State	Approved by State Governing or Coordinating Board	Approved by Individual Institutional/ System Governing Board	Approved by University President	At discretion of individual campuses
Alaska			✓	
Arizona	✓			
California[1]		—	—	
Colorado		✓		
Hawaii[2]			✓	
Idaho				✓
Montana	✓			
Nevada[3]	✓			
New Mexico		✓		
North Dakota				✓
Oregon	✓			
South Dakota	✓			
Utah				✓
Washington				✓
Wyoming		✓		

***Designated fees** are defined as fees that are charged (1) to students enrolled in specific courses or academic programs to cover supplies or equipment; (2) to certain categories of students, such as graduates, entering students, doctoral students, etc.; or (3) to students who use specific services (such as computer use fees for specific courses).

[1]Within the California State University System, the System Board approves; within the University of California System, approval is divided according to type of fee between the campus chancellors and the systemwide university presidents.
[2]Some fees require approval of the Board of Regents, but most only require approval of the university/system president. Hawaii is currently reviewing designated fees. Most designated fees have been eliminated there.
[3]Institutions have authority to establish fees up to $50 per student. Fees over that amount must be approved by the University and College Systems of Nevada.

Display 2.3.3

Student Fee Setting Policies in the WICHE States:

Background and Discussion as of Spring 1995

Alaska

The president of the University of Alaska has requested that fees and fee policies be reviewed. One concern is that part-time students are paying for services they don't use. In addition, the Alaska Board of Regents was planning to propose setting fees at actual costs.

Arizona

No changes are currently under consideration.

California

Since 1991-92, systemwide resident undergraduate fees increased by $1,525 (67 percent) at the University of California, by $648 (69 percent) at the California State Universities, and by $270 (225 percent) at the California Community Colleges. The fee increases partially offset the effect of declining general fund support during this time period. Within the California State University system, designated fees have been set by individual campuses. The CSU system is now identifying and compiling information on fees. They plan to develop a fee policy which includes accountability measures and the recommended characteristics of a good campus fee approval process. The University of California system is also reviewing registration fees and miscellaneous campus fees. The California Postsecondary Education Commission has expressed some concern about the increases in fees charged, especially campus-based fees.

Colorado

The passage of Amendment One, a tax and spending initiative, placed de facto limits on the ability of institutions to increase fees, as their total budget increases must fall within specified percentages. Colorado is making no move to establish statewide fee policies; however, there is an emphasis on involving students. In 1994, a statute was passed requiring campuses to establish a process whereby students are involved in fee-setting decision-making. Any fee changes made after July 1, 1994 must go through this institutional policy process to be approved. However, the individual governing boards still have final say on any fee increases.

Hawaii

The University of Hawaii system is in the process of studying the tuition and fee structure. They are discussing: (1) substituting a distance education fee for the student activity fee in order to shore up resources for distance learning; and (2) considering raising fees to fill the gap between costs and general fund revenue. Currently fees are not broadly used as a mechanism to generate revenue. There has been discussion in the state legislature about using additional fees to support university activities.

Idaho

No changes are currently under consideration.

Display 2.3.3 (continued)

Student Fee Setting Policies in the WICHE States:

Background and Discussion as of Spring 1995

Montana

The Montana Board of Regents is thinking about establishing policy guidelines about when fees are appropriate. This discussion is in the early stages. A review of fees back to 1982 suggests that the number of fees charged by Montana institutions has increased. In 1982 they had 40 separate fees for specific courses or services. In 1994-95 they had fees for 50 different services and over 200 course fees.

Nevada

The dollar amount of fees will be an issue in the next legislative session. The Nevada University and Community College System Office has authority to set fees, but the legislature can influence this decision through the appropriation process.

New Mexico

No changes are currently under consideration.

North Dakota

No changes are currently under consideration.

Oregon

No changes are currently under consideration.

South Dakota

The use of fees is growing and expanding in response to reductions in state funding. The South Dakota Board of Regents reviewed the issue of fees and will develop accountability and assurance measures to make sure fees are expended the way the board approves. They intend to establish guidelines for institutions, not set restrictions.

Utah

In the past, the Utah State Board of Regents did not monitor any designated fees. Starting fall 1994, the board monitored these fees and will include them in determining financial aid costs and level of student contribution to total education costs.

Washington

No changes are currently under consideration.

Display 2.3.3 (continued)

Student Fee Setting Policies in the WICHE States:

Background and Discussion as of Spring 1995

Wyoming

During the past two years, the University of Wyoming did a complete review of fees. First, they studied the massive number of special course fees, determined the actual cost of these courses and calculated the total average fee per student. This average was used as a new, universal college fee, and in 1994-95 the universal fee was incorporated in tuition and the "fee" designation dropped. Wyoming still has some differential tuition charges for professional programs, but most designated course fees have been eliminated.

Financial Aid Policy

Highlights

- Among the WICHE states, four states (Arizona, California, Hawaii, New Mexico) formally link the availability of financial aid to tuition-setting, and three states (Idaho, Oregon, Utah) consider it in practice.

- Financial aid is increased formally through a set-aside or by practice in proportion to tuition, tuition increases, or mandatory fees in seven WICHE states and/or systems (Arizona, California, Colorado, New Mexico, Oregon, Washington, Wyoming).

- Need-based grants are provided by 14 WICHE states, but of these, two states (Montana, South Dakota) provide only the state match for SSIG (Display 2.4.1).

- Only Alaska, among the WICHE states, provides guaranteed loans; several more states have considered but rejected implementing this (Displays 2.4.1 and 2.4.3).

- In nine WICHE states (Arizona, California, Colorado, Idaho, New Mexico, Oregon, Utah, Washington, Wyoming) loan forgiveness programs or conditional scholarships are in effect (Display 2.4.1).

- Most WICHE states provide waivers for faculty, staff, and their dependents (14 states) and graduate teaching assistants (13 states); only 10 WICHE states (Alaska, Arizona, California, Hawaii, Idaho, Montana, New Mexico, Oregon, Utah, Washington) provide need-based waivers (Display 2.4.2).

- Reports and interviews revealed that in four WICHE states (New Mexico, Oregon, Washington, Wyoming), set-asides for financial aid range from 20 percent to 38 percent of tuition, tuition increases, or mandatory fees.

- Among the WICHE states providing this information, there are dramatic differences in their use of waivers vs. direct state-funded financial aid: three states (Alaska, Hawaii, South Dakota) reported having virtually no state-funded aid and rely nearly 100 percent on waivers; four states (Idaho, Utah, Washington, Wyoming) judged their reliance on waivers and direct aid to be nearly equal (roughly 45-55 percent each, one way or the other); and two states (Arizona, Washington) reported that 80 to 92 percent of their state aid was direct financial aid.

Display 2.4.1
State-Funded Financial Aid Programs for Undergraduates by Attendance Status, WICHE States, 1994-95

State	Need-based Grants		Merit-based Scholarships		Loan Forgiveness*		Work-Study		Guaranteed Loans**	
	full-time†	part-time	full-time	part-time	full-time	part-time	full-time	part-time	full-time	part-time
Alaska									✓	✓
Arizona	✓	✓			✓	✓				
California[1]	✓	✓			✓	✓	✓	✓		
Colorado	✓	✓	✓	✓	✓	✓	✓	✓		
Hawaii	✓	✓	✓	✓						
Idaho	✓	✓	✓		✓		✓	✓		
Montana[2]	✓	✓					✓			
Nevada	✓	✓	✓	✓			✓	✓		
New Mexico	✓	✓	✓		✓		✓	✓		
North Dakota	✓		✓							
Oregon	✓				✓					
South Dakota[2]	✓	✓	✓							
Utah[3]	✓	✓			✓		✓			
Washington	✓	✓	✓		✓	✓	✓	✓		
Wyoming	✓	✓	✓	✓	✓		✓	✓		

*includes conditional scholarships and loan forgiveness programs.
**includes state-funded programs only.
†full-time = generally 12 hours or more for undergraduate students.

[1]The California loan forgiveness program is aimed at students studying for a teaching certificate; the work-study program is a small pilot program at 14 campuses. A significant portion of financial aid in California is controlled and administered at the institutional level. Institutional aid programs are not included here.
[2]Need-based grants in these states include only state matching funds for the federal SSIG program.
[3]Loan forgiveness refers to Utah's conditional career teaching scholarship.

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Display 2.4.2
State-Authorized* Tuition Waiver Programs for Select Waiver Categories, WICHE States, 1994-95

State	Graduate Assistants	Dependents of Civil Servants	Need-based	Merit-based	Faculty/ Staff Members	Dependents of Faculty and Staff	Student Athletes
Alaska	✓	✓	✓	✓	✓	✓	✓
Arizona[3]	✓	✓	✓	✓	✓	✓	✓
California[1]	✓	✓	✓		✓	✓	
Colorado[2]					✓		✓
Hawaii[3]	✓		✓	✓	✓	✓	✓
Idaho[3, 4]	✓		✓		✓	✓	✓
Montana	✓		✓	✓	✓		✓
Nevada	✓			✓	✓	✓	✓
New Mexico			✓	✓			✓
North Dakota[3]	✓	✓			✓	✓	
Oregon[3]	✓		✓	✓	✓	✓	
South Dakota[3]	✓				✓		
Utah	✓		✓	✓	✓	✓	✓
Washington[5]	✓		✓	✓	✓	✓	✓
Wyoming[3]	✓				✓		

*Includes only state-authorized programs for select categories of waivers. This is not a complete list of the available waivers. In addition, those listed here may apply to only specific fees, reflect only a partial waiver of tuition and/or fees, or reflect only a waiver of the nonresident differential.

[1]Most waivers in California are at the institutional level; these are not included.
[2]The only state-level athletic waivers are for athletes attending the Olympic training center, who are considered residents for tuition purposes. The majority of waivers in Colorado are funded and administered at the institutional level and are not included here.
[3]Faculty and staff waivers in these states are limited to a specified number of credit hours and/or reflect a reduction in the rate rather than a full tuition and fee waiver; dependents may or may not receive the same waivers, proportional waivers, or nonresident differential waivers.
[4]Idaho waives nonresident tuition for a specified number of athletes.
[5]State waivers for athletes at four-year institutions are limited to those which provide gender equity in athletics. All other athletic waivers must be funded by the athletic departments.

Display 2.4.3

Student Financial Aid Policies in the WICHE States:

Background and Discussion as of Spring 1995

Alaska

The University of Alaska Board of Regents is conducting a thorough examination of waiver policies. Some areas are being proposed as mandatory waivers. They are evaluating waivers for faculty and staff, who are now waived 100 percent of tuition and fees. One issue is the role waivers play in decisions to work within the educational system, which typically pays lower wages. They are looking at offering faculty and staff a discount on tuition and fees or offering less waiver credits per faculty/staff dependent.

Students are advocating increasing the loan limits of the Alaska loan program to reflect the increased cost of education. This has been proposed to the legislature, but no action has been taken.

Arizona

Until 1994 the financial aid set-aside required in Arizona was set through a complicated "resultant need" formula. As of 1995-96, the set-aside is fixed at a percentage of estimated academic year gross registration fee revenues, adjusted in the fall to reflect fall enrollments: 8 percent for the University of Arizona and Arizona State University, and 9 percent at Northern Arizona University.

The Arizona Board of Regents reviewed waiver programs, adopting a waiver policy specifying that 50 percent of undergraduate waivers have to be awarded on basis of need, and at least 30 percent of undergraduate waivers should be awarded to students who have demonstrated merit, such as athletic, artistic, and/or academic merit; these merit categories may overlap. Nonresident tuition need- and merit-based tuition waivers are set as of Fall 1995 at 10 percent of the headcount of nonresident students registered for seven or more credit hours, except at Northern Arizona, where it is set at 11 percent. The board requires that each university submit a five-year plan showing how they will award waivers, and how these are helping to meet the board's goals, with special emphasis on minority access and retention.

A work-study bill was presented to the legislature in the 1995 session, but as of the last week of March, it had been withdrawn from consideration. In addition, the fate of several other bills is presently undecided. One bill would establish a scholarship program for health profession education students who meet rural residency criteria; another bill would appropriate $300,000 for ASPIRE, a scholarship program established a year ago for third graders who enter an agreement to stay in school and away from gangs and drugs in exchange for tuition paid at any public university or education program in Arizona after graduation from high school.

Finally, a student plan for prepaid tuition is getting support from some legislators. The board said it would support this proposal so long as sufficient funds were appropriated so that it didn't come out of the universities' funds. The plan permits each parent or sponsor to contribute money to prepay a specific student's tuition.

Display 2.4.3 (continued)

Student Financial Aid Policies in the WICHE States:

Background and Discussion as of Spring 1995

California

There is discussion about decentralizing the state CALGrant program. CALGrant funds would be appropriated directly to the public institutions for distribution. Grant funds for students attending private institutions would continue to be administered by the state under the state's Constitution. The motivations behind this proposal are: (1) downsizing state government, and (2) simplifying the financial aid process for students.

The governor's 1995 budget proposal would support 10 percent increases for the University of California and California State University systems. This includes financial aid increases, mostly on a need basis. It has been proposed that approximately 30 percent of this revenue would be set aside for financial aid, and 70 percent retained for operating expenses. This would be combined with some increased state funding for statewide grant programs. The California Postsecondary Education Commission also has proposed that financial aid and fees be linked. This proposal has stalled in the legislature. Funding restraints, controversies over student fee increases, and the issue of whether public institutions are charging "fees" or "tuition" have tended to sideline discussions about reconsidering financial aid.

Financial aid at the community colleges is divided into two parts: the first covers per credit hour enrollment and differential fees, the second covers additional expenses. According to statute, at minimum, students who can show need don't pay the per credit hour fees. Community college students always get waivers for need.

Colorado

In Colorado, state appropriations for financial aid usually increases as much or more as increases in general fund appropriations. State financial aid also serves resident students at Colorado's private institutions. An additional $5.2 million for financial aid was requested in the 1995 budget. As of mid-April 1995, the senate and the house added between $.8 to 2 million more to the $5.2 million financial aid request; this has not been finalized.

Hawaii

In spring 1995 the legislature passed Act 161, effective July 1, 1995, which effects significant changes in Hawaii's tuition, fee, and waiver policies. The law provides that a number of waivers previously mandated by the legislature are now discretionary. The detailed procedures for implementing this far-reaching policy change will be completed as soon as possible.

The University of Hawaii proposed to the legislature that the state Education Loan Fund interest rate be increased to 5 percent so that it can become self-sustaining. Because the interest rate is so low, students have been using it as the loan of first choice rather than as a last resort, as originally intended.

Display 2.4.3 (continued)

Student Financial Aid Policies in the WICHE States:

Background and Discussion as of Spring 1995

Idaho

Work-study was originally funded by a one-time fund. Beginning fiscal year 1995 it has its own on-going fund. The Idaho Board of Education has been informally linking fee increases with financial aid increases. To meet anticipated fee increases for 1995-96, the board requested a 5.4 percent increase in financial aid. The 1995 legislature did not fund the increase.

Two-year institutions are planning to offer two kinds of direct lending, subsidized and non-subsidized loans. The subsidized loans are based on need, and accumulate no interest while the recipient is a student. The non-subsidized loans are open to anyone and interest accumulates from the beginning.

Montana

The Montana Board of Regents is concerned about making more need-based aid available to students, but no proposals are currently under discussion. Several bills are being considered by the legislature for some state-based financial aid. Several involve a mandatory set-aside, possibly as high as 5 percent, from tuition and fees. Most of the set-aside support is from legislators. Because general appropriations have been cut, the board is trying to gain approval from the legislature for some form of direct aid.

Nevada

Effective FY1993, the Nevada Board of Regents started a new program, the Nevada Access Fund, which dedicates a required 50 percent of any registration or tuition fee increase to a set-aside for financial aid. The guidelines are that 80 percent must be need-based, and 20 percent can be merit-based. Of the need-based portion, some is "access-based," and can include people not qualifying under federal guidelines, but who have need. Most of this 80 percent is used for scholarships and need-based grants, but some is used for work-study. At least one university is using 20 percent of the Nevada Access Fund for merit-based awards, especially for graduate students. In Nevada, merit is defined basically as academic merit. Other grants-in-aid include members of the Washoe Tribe, whose reservation straddles Nevada and California. Members of the tribe who reside in Nevada are eligible for a grant-in-aid.

The regents also included a request to increase need-based grants in the current budget proposal. The board asked for an increase in the set-aside percentage, but the governor recommended a one-time $7 million appropriation during the 1995-96 and 1996-97 biennium for need- and merit-based direct financial aid. The board is trying to get some commitment to continue this beyond the two years. In addition, the board is requesting an increase in the state match for Pell Grants for each of the next two years. The state share of financial aid has been small; the board is asking the state to pick up a larger share.

Nevada is studying its financial aid programs. Among other things, the way waivers are granted is being reviewed, particularly as Nevada has de facto enrollment caps at some campuses. Most waivers are handled at the campuses in Nevada, although the state does provide some waivers.

Display 2.4.3 (continued)

Student Financial Aid Policies in the WICHE States:

Background and Discussion as of Spring 1995

New Mexico

During the 1994 legislative session, the penalty for students not repaying conditional loans was increased significantly. The New Mexico Commission on Higher Education also completed a study of college savings bond programs for the legislature. They concluded that these programs had not been very successful, but made no formal recommendation.

By statute, 3 percent of an institution's funds, based on the previous fall's enrollment, was set aside for scholarships, of which one-third must be need-based. In 1995, the commission asked for an increase to 5 percent for the set-aside; the governor vetoed the increase.

New Mexico's Endowment for Legislative Scholarships was initiated in the 1994 appropriations bill through a $6 million investment. A statute was enacted during the 1995 legislative session authorizing the scholarships. The first award comes in 1995-96. Preference is given to transferring or returning part- or full-time students at two-year institutions.

During the 1995 legislative session, the commission sought and was given more matching funds for the SSIG program.

The most significant change in financial aid was unexpected. The 1995 legislature passed and the governor signed a bill establishing a state lottery, which devotes all net proceeds to education. Higher education will get 40 percent to be deposited into a tuition trust fund, the interest from which will pay for tuition waivers for graduates of New Mexico high schools. The higher education institutions covered include state four-year colleges, community colleges, technical and vocational institutes, and area vocational schools. Public elementary and secondary schools will get the remaining 60 percent of the lottery's net proceeds. It will take approximately one year for the lottery tuition funds to become available. Commission members believe that the education features were a strong factor in winning the legislature's approval of the lottery.

The commission on Higher Education will prepare guidelines for "explicit student qualification criteria" and for administering the program. Prior to June each year, the commission will determine the amount of money available from the lottery tuition fund and other sources. Based on this amount and projected enrollments, the commission will "establish the percentage of tuition that shall be waived for qualified resident students." The percentage waived shall be the same for each institution regardless of tuition costs.

Based on the 1993 freshman headcount and 1994-95 tuition, tuition for one year's class approximates $4.6 million, and for four years' classes, $16.7 million. Estimates for net revenues from the lottery indicate that higher education's share, even the first year, would be about $30 million, the interest being 4-5 percent of that. Even if the lottery interest drops below full tuition for all qualified students, it will provide a substantial percentage of each student's tuition.

The lottery bill had a companion bill specifying student qualifications for receiving these funds, but because of limited time at the end of the session, this bill was not signed into law. As originally drafted, it would have been available only to students who entered college immediately from high school and would

Display 2.4.3 (continued)

Student Financial Aid Policies in the WICHE States:

Background and Discussion as of Spring 1995

not have covered their first semester or quarter. In addition, only full-time students would be covered, and no "time out" in school attendance would be permitted. The commission is using the interim before the next legislative session to draft somewhat different student qualifications language, and establish an infrastructure for administering and awarding the funds. The commission's language on student qualifications will probably allow for attendance breaks both between high school and college and during college, and perhaps will recommend covering part-time students. In part to help determine appropriate student qualifications, the commission is doing a survey of higher education students' family income characteristics. The study will cover all families, not just those receiving financial aid, of students at public two- and four-year institutions, as well as three not-for-profit institutions.

Beginning July 1995, the commission will no longer contract with an outside entity to administer the $25 million in state financial aid programs. The commission has created a new division dedicated to serving students. The legislature and governor supported bringing this administrative function in-house.

North Dakota

Approximately one-third of the state's grant program is funded with revenue from the Minnesota reciprocity agreement, which has been renegotiated. This could affect the state's grant program. Part of the grant money comes from general funds. The 1995 legislature cut the total appropriated for grants about $600,000 from previous funding. As there is some carryover from this biennium, about two-thirds of this will be covered. However, the result is that financial aid grants to students will be cut about $200,000. The state has no percentage of tuition revenues earmarked for financial aid, and no set-aside provisions.

The funding cut affects the state's Scholars Program, a grant based on GPA to keep the best and brightest resident students at home. Previously, this funded about 50-55 new freshmen slots each year, plus students carried over from prior years. Legislative funding cuts will halve this; in this biennium the state will fund only about 25 new freshmen each year.

Oregon

Two related issues are surfacing as concerns in Oregon: (1) financial aid is not keeping up with rising tuition costs; and (2) the student loan burden is high and there is discussion about whether or not loans can really be considered student "aid". There is a lot of autonomy regarding financial aid in Oregon. As a result, increases in tuition have not resulted in much discussion in the legislature. Spokesmen for higher education have often operated separately rather than as part of a systemwide coalition.

Several years ago, partly in the 1993-94 academic year, Oregon restructured some of its financial aid. There used to be a state-administered need-based guaranteed loan program for medical and dental students, as well as veterinary students at Oregon State University. The guarantee provisions and veterinary students were dropped; administration was turned over to the Oregon Health Sciences Program. Oregon also had a merit scholarship grant; that has been dropped. Oregon Laurels is now a merit-based waiver program.

Display 2.4.3 (continued)

Student Financial Aid Policies in the WICHE States:

Background and Discussion as of Spring 1995

Proposals have been made by a few legislators to expand state financial aid to students at private institutions, partly under the misapprehension that high nonresident tuition represents the COI, and therefore residents receive a large subsidy. However, Oregon has openly stated that nonresident tuition currently approximates 140 percent of the COI. As part of its review of financial aid issues, Oregon is conducting the Oregon Family Financial Resource Survey, to be completed by summer 1995. The study covers all students' families for both public and private institutions, not just those receiving financial aid, to see how families are dealing with the cost of higher education. Preliminary data indicate that 83 percent of the students who attend public four-year institutions are from families qualifying under federal guidelines for financial assistance. However, only 53 percent actually receive aid, most of which is in the form of loans rather than direct aid.

One possibility being discussed for improving financial aid is high tuition, high aid. However, in order to fully explore this or other financial aid avenues, complete financial data for all students is necessary.

South Dakota

The Mickelson Scholars, a merit scholarship funding one in-state high school graduate per year, is presently funded only through 1995-96. The 1995 legislature did not continue its funding for ensuing years. The state will probably look for a permanent funding source for the Mickelson Scholars, perhaps from revenues acquired by eliminating one of the tuition waiver categories. In addition, the legislature did not fund the need-based Indian scholars program. South Dakota has limited state-supported financial aid, primarily the state match for SSIG.

During the prior legislative session the South Dakota Board of Regents was authorized to enter into a tuition prepayment plan. No action has been taken to implement this program.

Utah

In 1993 there was a small expansion in the number of waivers available. This change was made as part of an attempt to tighten residency standards, so that some current nonresident students would not be pushed out because of unmet financial need.

A small appropriation was made in 1993-94 for minority scholarships. This program has not yet gone into effect. A bill was introduced for a state-run mutual fund linked with an endowment fund. It is perceived as a good vehicle for guaranteed access.

Washington

As part of the 1995 statute repealing the prior tuition-setting method, new provisions were enacted for direct aid and waivers. Until 1990 or 1991, Washington mandated waivers that equaled two times the amount in student aid appropriations. The institutions wanted credit for this in the budget process. As the result of a study, most mandatory waivers were changed to discretionary ones. Only two mandatory waivers were retained, the Washington Scholars and awards for Vocational Excellence. Several years later, these waivers were also made discretionary. Later, the institutions were given authority to retain

Display 2.4.3 (continued)

Student Financial Aid Policies in the WICHE States:

Background and Discussion as of Spring 1995

tuition and fees. The linkage of discretionary waivers and local revenue retention changed institutional behavior; waivers became lost income. The 1995 provisions stipulated that public baccalaureate institutions and community colleges must waive tuition and fees for Washington Scholars selected before June 30, 1994; scholars selected after that date will receive a grant, if funds are available. The amount of the grant cannot exceed tuition and fees at public research universities; scholars may use the grant for undergraduate studies at public or independent Washington colleges, and may receive the grant for a maximum of four years. Identical provisions were enacted for recipients of the Washington Award for Vocational Excellence, with the additional proviso that scholars may attend a public or private Washington vocational school.

In 1993 the legislature had capped the percentage dollar amount of gross tuition and revenue that could be waived at 1993 percentages. Repeated appropriation cuts and policy changes led both four-year and two-year institutions to press for a combined change in tuition-setting policies and financial aid. By statute, 2.5 percent of tuition and fee revenue was set aside for financial aid to needy students. In the 1995 session, the legislature increased the required set aside to 3.5 percent. This money will be deposited in the institution's financial aid fund.

The Washington Higher Education Coordinating Board recently received a grant from the national Early Intervention Program. The state agreed to match these funds through a state need-based grant program. One bill being considered is to create an educational trust fund, the income from which would be channeled as grants to students who went through the Early Intervention Program. The trust fund might be created from monies paid back on grants or from donations.

In addition, there is increased interest among proprietary schools in participating in the state's grant programs.

Wyoming

Wyoming has two loan forgiveness programs, one for doctors and one for teachers. Currently, Wyoming has a medical contract loan forgiveness program whereby Wyoming students attend medical school in Omaha, Nebraska. Upon finishing, they can repay their obligation plus interest during an eight-year period, or they can return to Wyoming and serve as a practicing physician for three years. As of April 1, 1995, the teachers' loan forgiveness program was converted into a tuition scholarship based on merit, broadly defined.

Wyoming also has two merit scholarships aimed at keeping high achieving Wyoming students in-state. These are the High School Honors and Trustee Honors, which are funded from general fund appropriations.

Wyoming has applied to participate in the direct lending program. If accepted, this would be effective fall 1996.

Section 3

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